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ABSTRACT

In this report are described projects and activities undertaken by ACTION's volunteer programs in 1978. The introduction notes a continued growth in programs and comments on new developments. Older American Volunteer Programs are discussed in the next section, specifically the Retired Senior Volunteer Program, Foster Grandparent Program, and Senior Companion Program. The next three topics considered are VISTA, the three service-learning programs for youth (National Student Volunteer Program, University Year for ACTION, Youth Challenge Program), and special initiatives introduced in 1978 in such areas as youth unemployment, aging, small farmer, crime, family violence, energy, and urban problems. The section on the Peace Corps summarizes by country, programs and activities in Africa, Latin America, and North Africa, Near East, Asia, and the Pacific. Activities and changes within support offices are then described. Appropriate tables, charts, and maps supplement content. (YLB)

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ACTION
ANNUAL REPORT
1978

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Just after the Peace Corps was created, Pablo Casals, the famous cellist, said about it, "This is new and it is also very old. We have in a sense come full circle. We have come from the tyranny of the enormous, awesome, discordant machine back to a realization that the beginning and end are man, that it is man who accounts for growth, not just dollars or factories, and above all that it is man who is the object of all our efforts." This comment expresses the concept behind all of ACTION's programs.

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ACTION's purpose is to mobilize people for voluntary action at home and abroad, to change the conditions that deny fulfillment of human needs by calling on the best and most creative instincts of the human spirit.

ACTION administers and coordinates domestic and international volunteer programs sponsored by the federal government. The programs are linked by a commitment to a bottom-up development process which encourages self-reliance and utilizes available resources to overcome conditions of poverty.

—ACTION Statement of Mission

INTRODUCTION

The United States was settled by people fleeing the conditions of poverty; people who risked their lives for the chance to work hard, develop their own skills and rely on themselves.

Our country has been a laboratory for pioneering development efforts. The emphasis on self-reliance has made it strong. The establishment of justice as the fundamental principle of our society has kept it humane.

But somehow, not even the grandchildren of the poor who settled here could circumvent the cultural and political forces that result in prejudice, injustice and poverty. Through ACTION's Congressional mandate, we can fight poverty.

In 1977, 25 million Americans suffered from hunger, educational deprivation, inadequate housing and poor nutrition. Counting the near-poor —those whose incomes are 25 per cent above the subsistance level—the total was nearly 36 million, or 16.8 per cent of the total population. The highest percentage of these are the very young, the very old and minorities.

Poverty rates are highest in rural areas and in the southeastern part of the country. They are more than three times as high for non-whites. In 1977, the non-white poverty rate was 29.0 per cent compared with 8.3 per cent for whites.

Next to minorities, children are hardest hit by poverty. According to 1976 figures, 16.9 per cent of children under age 14 were poor. Among the 60 and over population, the general poverty rate was 14.1 per cent, a figure that triples for elderly blacks.

Since the Depression, which fostered some of our earlier social welfare programs, our ability to deal with the problems of poverty has grown. We have learned that money alone cannot solve our problems. Caring, involved and innovative people, serving through programs responsive to people's real needs, can put the skimpiest resources to spectacular use in solving problems.

The myth that poor people are unwilling and unable to help them-

selves has been proven false. Like all Americans, the poor care about the well-being of others. They seek dignity. They want the chance to make those efforts which are a credit to them, their neghbors and our society. There are uncounted cases of people who, although barely surviving on subsistence-level incomes, help others when the opportunity arises.

Today, increased national prosperity has permitted growing numbers of people to volunteer to work with others to make the best use of local, federal and personal resources and to develop individual potential and community self-reliance.

Back in 1941, Franklin Delanno Roosevelt called for an Economic Bill of Rights outlining policies to make American a just society. The rights were very basic: the right to useful employment, the right to make enough money to buy food and clothing, the right to a decent home for every family, the right of consumers to be free from the burden of monopolistic pressure, and the right of the impoverished, the disinherited and the despised to be economically protected and fully integrated into society. But those basic rights were elusive.

Developments during World War II refined the technology that shrank the planet and expanded our awareness of the world's problems. Out of these changes grew a national concern about global poverty and the strong desire to promote mutual understanding among the world's peoples. In 1961, President John F. Kennedy created the Peace Corps to enable concerned Americans to share their skills, talents and desire to help with the emerging nations of the Third World. The strength of the Peace Corps idea was felt around the world; soon it was translated to meet domestic needs.

In 1964, President Johnson declared the War on Poverty and established the Office of Economic Opportunity. The enabling legislation said:

"The United States is the first major nation in history which can look forward to victory over poverty. Our wealth, our income, our technical know-how and our productive capacity puts this goal within our grasp. As a nation, we clearly have the capacity to achieve this victory; what we need now is a commitment on the part of the people, the communities, private organizations and all levels of government."

The Office of Economic Opportunity (OEO) launched health, education, and legal services programs as well as Volunteers In Service To America (VISTA), the first of the domestic volunteer programs now administered by ACTION.

When the War on Poverty began, the assumption was that we would, in the foreseeable future, conquer poverty. Since then, we have

come to better understand the complexity of the forces which keep people poor, and have refined efforts to address them.

During the Sixties, when the OEO programs began, the poverty figures dropped dramatically. Within three years, three million persons left the ranks of the poor, the greatest exodus in the 10 years that such records had been kept. In 1959, 18.1 per cent of white Americans and 56.2 per cent of non-whites were below the poverty level. By 1970, those figures had dropped to 32 per cent for non-whites and 9.9 per cent for whites. But poverty rates in the early seventies showed only a modest decline.

In 1971, President Nixon combined all the federal volunteer programs under one agency, ACTION. By the time the current administration took over ACTION, visibility and effectiveness were at an all-time low. VISTA was slated for abolition and the Peace Corps' staff, volunteer numbers and morale were greatly diminished.

ACTION programs at home and abroad had drifted away from the original mandate of providing opportunities for the poor to help themselves and to acquire the skills and confidence to plan for better futures for themselves and their children. Instead, ACTION programs were refocused to provide direct services to the poor. Such services provided no base for developing the abilities the poor needed to better their own futures.

Now, ACTION is returning to the original Congressional mandate to fight poverty. As the 1964 Office of Economic Opportunity enabling legslation said, . . . "This act will provide the poor people of our nation with the human skills and resources with which they themselves will earn their rightful place in society. This bill adopts a coordinated approach because poverty has multiple causes."

These are two of the premises in which all of ACTION's programs—domestic and international—are rooted:

First, people's ability to help themselves and contribute to society is not enhanced by any one particular program or service system. There is a need for many small efforts that directly touch people's lives.

A second premise guiding ACTION's programming is that it is people working together who develop the solutions to their problems. Just as the problems of poverty affect us all, the solutions involve us all.

The history and goals of the Peace Corps are well known. The Peace Corps has, from its beginning 18 years ago, demonstrated its unique people-to-people approach in development. The Peace Corps pioneered a culturally sensitive grass-roots approach to development which is now being emulated in most Third World development efforts.

The Peace Corps, too, was floundering in the mid-Seventies, working

in projects that often did little to promote self-reliance or meet basic needs at the village level.

Now, Peace Corps' limited resources are being focused on programs such as health and food production that directly meet the basic human needs of the poorest Third World citizens.

To meet Peace Corps' new program criteria, projects must affect and involve the most needy people, rely on locally appropriate technologies and have a lasting effect through increased local self-reliance. The goal is to reduce, as soon as possible, dependence on external aid.

The Peace Corps has developed new programming, support materials and training programs in areas of appropriate technology, alternative energy sources, health, fisheries, water supply, vegetable gardening, nutrition and women in development. It also has worked to develop greater reciprocity and partnership with its Third World host countries.

The Peace Corps today reflects the needs and priorities of the Third World and reflects the philosophy expressed by John F. Kennedy in a film about the Peace Corps:

"The Peace Corps gives us a chance to show a side of our country which is too often submerged: our desire to live in peace . . . to be of help. I hope this spirit will grow, and that hundreds of other young Americans and older Americans will go overseas to show our best side . . . to show our desire to live at peace. There can be no greater service to our country, and no source of pride more than to be a member of the Peace Corps of the United States."

ACTION's domestic programs—Foster Grandparents, Retired Senior Volunteers, Senior Companions, VISTA, the service-learning and special initiative programs—involve more than 273,000 federal volunteers who work with their neighbors, local community leaders and other volunteers to help those in need develop better lives.

More than 4,400 VISTA volunteers are now directly as well as indirectly reaching approximately one out of every 20 poor people. The central antipoverty concept of VISTA is to strengthen the ability of low-income people to control their lives.

In 1977, an innovative VISTA program was designed to reach impoverished hard-to-reach groups and to deal with specific national poverty-related problems. Called the VISTA National Grants Program, it was instituted to demonstrate how communities' capabilities can be built by concentrating resources on areas of specal need—for example, consumer education or nursing home reform. Instead of 20 different state offices working out variations of consumer education programs, one organization —the national grantee—develops programs using VISTA volunteers.

The growth and increasing popularity of three older American programs show that when older Americans are seen as a resource by themselves and by others, their potential is unlimited.

Two of the programs, the Foster Grandparent Program and the Senior Companion Program, accept as volunteers only low-income persons aged 60 or over.

The Foster Grandparent program began in 1965 and offers low-income elderly the chance to work with abused, retared, handicapped or deprived children in homes, schools and institutions. They provide the love and support the children need to develop to their fullest potential. Foster Grandparents are also serving on projects involving runaway or battered children and youth offenders.

The Senior Companion Program, which began in 1973, provides low-income elderly the chance to help the incapacitated aging to remain as self-sufficient as possible. Senior Companions, 45 per cent of whom are minorities, work primarily in health care since they help frail older people.

The Retired Senior Volunteer Program is the largest ACTION program with 250,000 volunteers. In 1978, these volunteers provided 52 million hours of service in their communities.

Increasingly, older volunteers are working with the young. Underlying many of the problems of our youth is high employment. It is highest among minorities, thousands of whom spend their adolescent years idly, without the positive reinforcement that comes of developing abilities through work.

This administration is investigating ways to alleviate the problems of youth, to make their school-to-work years productive. There are about 180 federal youth programs managed by 16 different federal agencies. Most are educational programs. Others have a limited focus aimed at preventing young people from getting in trouble or helping those who already have problems.

Through a Department of Labor discretionary grant, ACTION started an innovative youth program in Syracuse, N.Y. in 1978, called the Youth Community Service. This program is a partnership in which both ACTION and the city work together to encourage young people to serve for a small stipend in their own community through local sponsoring organizations.

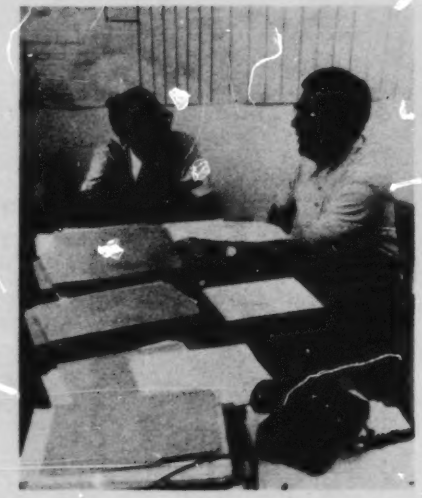
The partnership involves the guidance of the sponsors, the willingness of the volunteers to do and learn, and the technical assistance of ACTION insetting up the program. By year's end, more than 600 volunteers were in service and the administrative functions had been transferred to a local staff.

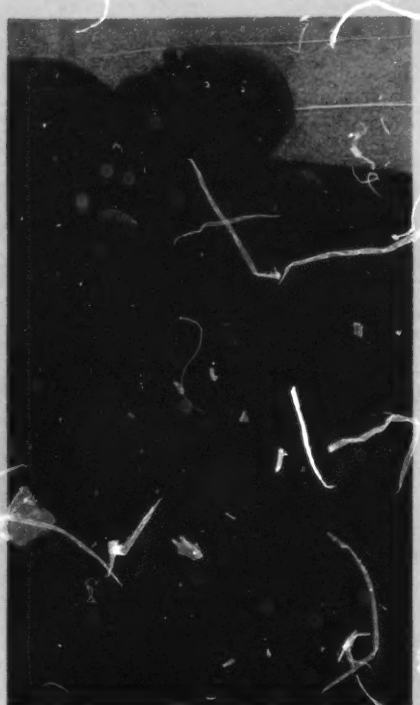
ACTION has started other pilot projects in fixed income counseling, management assistance programs for non-profit organizations, homes for abused women and children, and homes for young runaways and youth offenders.

These pilot projects using ACTION volunteers are demonstrating new ways in which our country can meet the continuing problems we face.

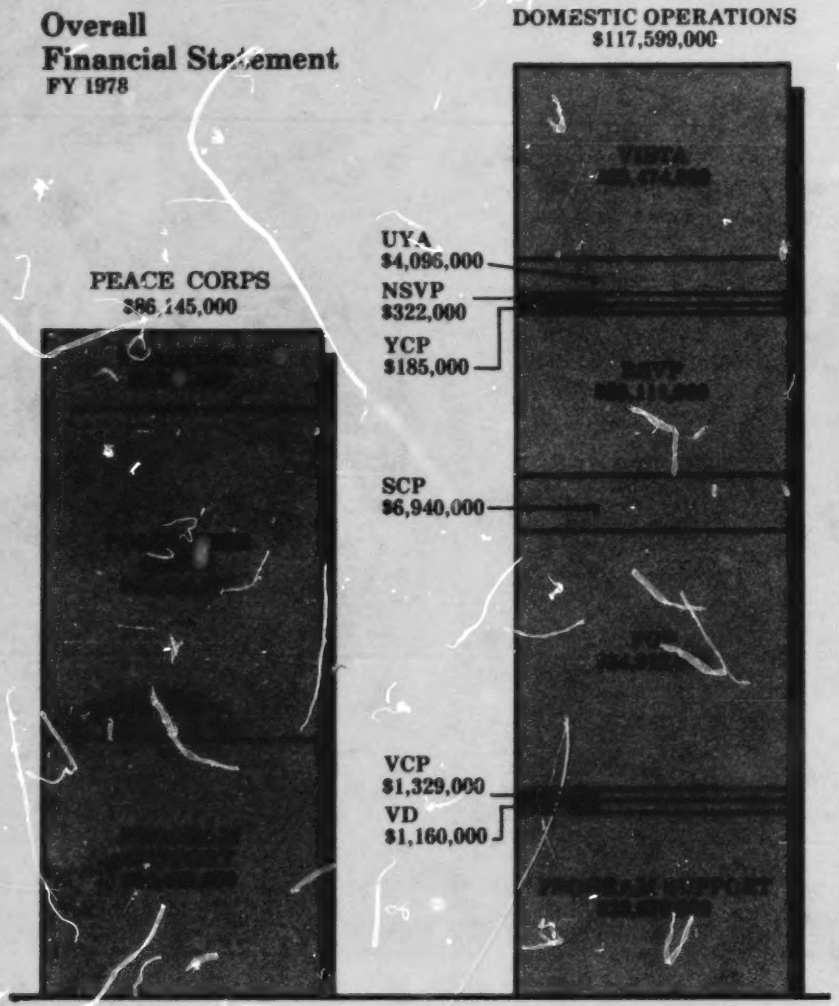
The increased mobility, sophisticated communications and growing interdependence of countries of the 20th century means that problems anywhere in the world involve all of us. Solving these global problems must be the concern of us all.

The 273,000 ACTION volunteers serving in VISTA, the Peace Corps and the Older American Volunteer Programs share a common goal—to assist the poor at home and abroad to become self-reliant. ACTION volunteers share, and inevitably pass on to others, a unique experience—the development of global survival skills.



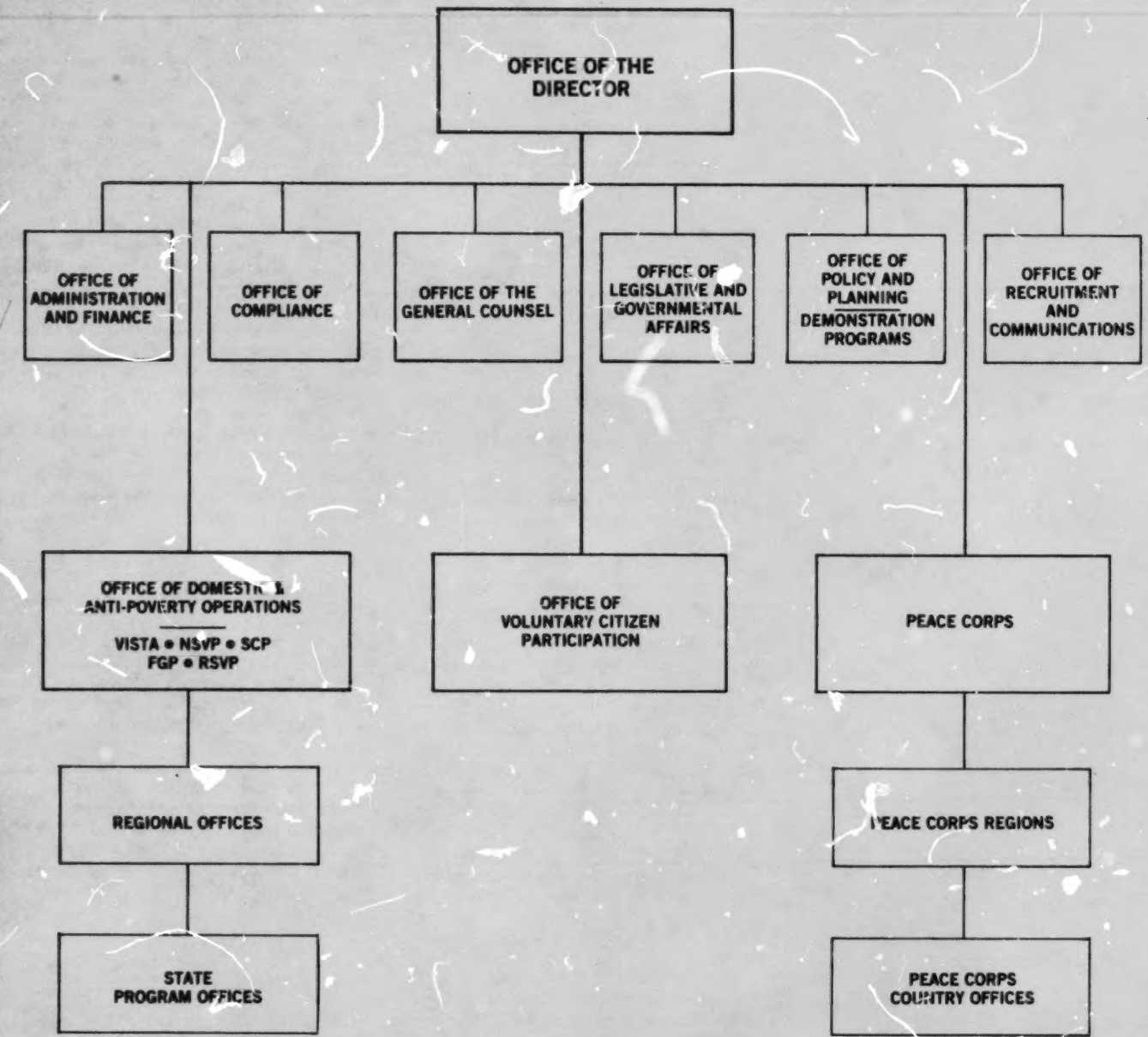


Overall Financial Statement
FY 1978



"One big thing that I learned through my VISTA service is the value of people having responsibility for and control over their own lives—which means that when you want to help people, don't give them a handout. Help them learn how to help themselves."

Victoria Rennie
VISTA Volunteer
Charleston, S. Carolina


OFFICE OF THE DIRECTOR
OFFICE OF ADMINISTRATION AND FINANCE
OFFICE OF COMPLIANCE
OFFICE OF THE GENERAL COUNSEL
OFFICE OF LEGISLATIVE AND GOVERNMENTAL AFFAIRS
OFFICE OF POLICY AND PLANNING
DEMONSTRATION PROGRAMS
OFFICE OF RECRUITMENT AND COMMUNICATIONS
OFFICE OF DOMESTIC & ANTI-POVERTY OPERATIONS
VISTA • NSVP • SCP
FGP • RSVP
OFFICE OF VOLUNTARY CITIZEN PARTICIPATION
PEACE CORPS
REGIONAL OFFICES
PEACE CORPS REGIONS
STATE PROGRAM OFFICES
PEACE CORPS COUNTRY OFFICES

OLDER AMERICAN VOLUNTEER PROGRAMS

"The Older American Volunteer Programs have come of age. We are now impressed by what the elderly are doing rather than by the fact they do anything at all."—Helen Kelley, Director of the Older American Volunteer Programs.

ACTION's three Older American Volunteer Programs (OAVP) represent service by, rather than for, older persons, a unique characteristic in federal programs involving senior citizens.

More than a quarter of a million persons serve through the Retired Senior Volunteer Program (RSVP), the Foster Grandparent Program (FGP) and the Senior Companion Program (SCP).

The Senior Companion and Foster Grandparent programs provide volunteer assignments for low-income persons. Small stipends of $1,670 per year, that are intended to defray the cost of volunteering, give the elderly poor an opportunity to help their communities. RSVP has no income limitations and offers no stipend.

The Foster Grandparent Program and the Retired Senior Volunteer Program were authorized in 1969 by an amendment to the Older American Act of 1965. However, the Foster Grandparent Program began in 1965 under a demonstration authority contained in the Economic Opportunity Act of 1964. The Senior Companion Program was authorized in 1973, also under the Older American Act. Subsequently, these programs were transferred to the Domestic Volunteer Service Act of 1973.

By 1980, more than 25 million Americans will be 60 or over. The elderly suffer more than any other group from social, health and economic problems and they have less money and emotional support than any other age group to solve them.

Over 14 per cent of Americans over 65 live below the poverty level; a third live in substandard housing. Eighty-six per cent have chronic health problems, and use two to three times as many health services as persons under 65.

Extended families once provided the assistance older persons needed to live at home in relative self-sufficiency. Extended families are now the exception. Five per cent of elderly persons are in nursing homes, and about 25 per cent of them would not have to be there if they had minimal home care.

Older people suffer from social isolation. This is particularly true of women; approximately 42 per cent of women age 65 to 74 are widowed and 69 per cent of those over 75 are widowed.

Loneliness is the root of many of the problems of the elderly. It advances illness, hastens infirmity and often results in suicide. One in four suicides is committed by a person over 65. The highest suicide rate for any group in the country is for white males over 80.

Social Security benefits have not kept pace with inflation. Often, not even combinations of health and Social Security benefits, pensions and other annuities provide enough income for a dignified old age.

In 1978, many people on fixed incomes joined the ranks of the poor as costs of food, shelter, medical care and energy went up nearly 11 per cent.

The OAVP programs offered thousands of Americans the chance to feel needed again, to regain health, dignity and vigor through volunteer activity.

The older volunteers in ACTION's three programs stretched services and federal dollars for thousands of people across the country. They gained recognition as an important force, particularly with the very old, the very young and the handicapped.

Retired Senior Volunteer Program

The second oldest—and the largest ACTION program—is the Retired Senior Volunteer Program. It was designed for people of retirement age who wanted to help others by serving as volunteers in their communities.

RSVP volunteers serve on a wide variety of projects determined by the needs of their community. These range from giving advice on housing to low-income people, to offering companionship to the elderly, to helping victims of abuse and to working on crime prevention projects.

There is no income level requirement for RSVP volunteers. They donate their time without compensation but receive assistance with transportation costs.

The program was started in 1969; it came to ACTION in 1971. In 1972, there were 1,810 volunteers serving on 84 projects with a $15 million budget.

In 1978, more than 250,000 RSVP volunteers served on 682 projects with a budget of $20,100,000.

ACTION, with RSVP project directors, is expanding volunteer activities in areas of economic self-sufficiency, individual rights, health, nutrition, education, housing, energy and crime prevention.

Foster Grandparent Program

The oldest Older American Volunteer Program, FGP, brings together needy children and low-income elderly. The volunteers provide love and attention to children who are abused, retarded, neglected, handicapped or otherwise deprived.

This program accomplishes two objectives: It gives lonely older people a feeling of self-worth and personal growth and gives needy children the personal attention they need to develop their potential.

FGP began in 1965 with 21 projects, a $5 million budget and 782 volunteers who worked with mentally retarded and emotionally disturbed children in institutions.

In FY 1978, 16,500 volunteers served 41,500 children on 199 projects with a $34.9 million budget. Of this, $30 million went in direct benefits to the Foster Grandparents.

Volunteers served in private homes, day care centers, schools, hospitals and institutions. All FGP volunteers are low-income, serve 20 hours a week and receive a non-taxable stipend of $1,670 a year to defray the cost of volunteering.

Senior Companion Program

The Senior Companion Program is made up of low-income volunteers over 60 who offer company and assistance to the frail elderly. Their goal is to help moderately impaired people stay out of institutions by providing the small attentions that extended families once gave. These include helping with bills and taxes, marketing, transportation, and household maintenance.

Begun in 1973, SCP had 1,028 volunteers by 1975 and is now operating 60 projects with 3,300 volunteers. Senior Companions are low-income people who receive stipends of $1,670 a year to cover the expenses they incur during their 20 hours a week of service.

Some community home health care plans include Senior Companions working closely with health professionals. ACTION is pursuing the idea of expanding this practice to more of its projects in more communities.

As the OAVP programs expanded, so did training for project directors on newly targeted issues such as child abuse, energy conservation and problems of persons living on fixed incomes. A training branch created by OAVP in 1978 organized training conferences for the staffs of the three programs. Papers providing information on poverty and related community problems that concerned volunteers were published.

A news and technical assistance tabloid, called *Prime Times*, was started in 1978. It has a circulation of 250,000 and keeps readers apprised of current program-related issues, new projects and ways that some projects or volunteers have dealt with problems.

Demonstration or test projects in each of the three OAVP programs began in 1978. The purpose was to see how and where older volunteers could better give

the most needed community services.

In 116 RSVP projects, demonstration components were begun in 1978. As RSVP programs grew and volunteers' perceptions of themselves and what they could offer their communities developed, programs moved towards working with those who need food, shelter and medical care.

Fourteen FGP projects concentrating on the abused child, the child/youth offender in the criminal justice system, and keeping disabled children in home environments were inaugurated in FY 1978. The projects are designed to have significant impact on these special needs of children in 1979 the International Year of the Child.

The five Senior Companion demonstration projects gave high priority to serving people with good chances of maintaining or attaining self-sufficiency at home. New efforts also were made to reach the ethnic, low-income and handicapped persons not being served by other social services.

"If I had one wish, it would be for all the communities you serve to be more conscious of the fact that to be older is to be blessed. Instead of a time of loneliness, more older Americans should have the support of a loving and appreciative community. Instead of wasting away, there should be an opportunity for giving to others. Instead of being poverty stricken, all older Americans should have the resources to meet their needs and live continued lives of service."

John Lewis
Director of Domestic Operations
ACTION

Older American Volunteer Programs Funds Obligated FY 1978

RSVP
$20,111,000

FGP
$34,912,000

SCP
$6,940,000

TOTAL $61,963,000

RETIRED SENIOR VOLUNTEER PROGRAM

In 1978, more than 250,000 volunteers 60 and over served in the Retired Senior Volunteer Program (RSVP) on approximately 682 projects in urban and rural communities throughout the country.

The RSVP program has grown from 84 projects with 1,816 volunteers in 1972 to a quarter of a million RSVP volunteers.

These volunteers served through nonprofit, community-based organizations at no compensation. In 1978, they gave 52 million hours of service on health, nutrition, education, housing, energy conservation, economic development, community services and legal rights projects.

At an average cost of $.38 an hour, the RSVP program is less expensive to administer than any other comparable federal service. RSVP volunteers provided nearly $140 million worth of services, if measured by the minimum wage of $2.65 an hour.

When RSVP started in 1971, programs were based largely on the need of older persons to do something meaningful after retirement. As the volunteers developed experience and took a more positive view of their roles in their communities, this concept changed and the program changed along with it. The shift reflected the growing awareness of and concern for persons in all our communities who needed help getting food, housing and health care.

Many RSVP volunteers worked on more than one project. They moved freely among other service agencies, private and federal, as advocates for the less healthy, less strong and less mobile members of their communities.

Forty-three per cent of RSVP volunteers worked in health and nutrition programs. They spent about 22 million hours working in drug and alcohol abuse, health, nutrition, education and laboratory technology projects. They served and prepared food, delivered Meals-on-Wheels, took people to the doctor, read to and bathed the elderly and the handicapped.

Volunteers provided home health care services to help former mental, nursing home, and post-operative patients readjust to independent living. Many RSVP volunteers helped criminal and youth offenders to become productive citizens.

The Keep Well Clinic in Woodburn, Ore. is typical of RSVP projects. Of the town's 7,500 residents, 42 per cent are retirees. Nine RSVP volunteers assist a nurse through the Marion County Health Department. They do blood sugar tests, take blood pressure readings, make follow-up calls and refer older people with problems to local doctors.

In Dubuque, Iowa, 12 RSVP volunteers were trained to make safety inspections of other seniors' homes. They installed dead bolt locks and door viewers donated by the Kiwanis Club; they provided alarm horns and marking pencils for valuables. They spoke on home safety to clubs and groups, wrote radio announcements on the subject and were interviewed on radio and television.

The safety project was expanded at the request of the local fire department and volunteers distributed information about smoke detectors and fire prevention for seniors.

RSVP volunteers nationwide donated 780,000 hours to legal services projects alone. The Legal Aid Society in Minneapolis, for example, trained 14 RSVP volunteers as legal advocates for other seniors. They helped seniors who had Social Security questions and special tax problems. They also offered aid in writing wills and in solving landlord-tenant problems.

In Atlanta, RSVP volunteers gave budget advice to persons on fixed incomes. They distributed information on saving fuel, shopping in bulk, buying unbranded foods and other cost-cutting plans.

About 15 per cent of the RSVP volunteers taught or tutored children in special primary and elementary education classes, worked as teachers' aides, filed or classified materials and helped set up libraries.

In 116 RSVP projects, demonstration components were started in 1978. They were based on communities' views of their needs.

The purpose of these special pilots was to see how RSVP volunteers' services could be expanded to test and evaluate new projects and find new ways of providing assistance that could be used in other RSVP programs.

Project directors and field staff were trained to direct the volunteers in the new health-related housing and advocacy projects. ACTION also assisted project directors in developing innovative ways of using volunteers to meet the newly defined community needs.

Among the other problem areas identified in the special pilots were: monitoring of home health care; helping battered wives, abused children and other victims of family violence; serving on criminal justice and energy conservation projects; offering fixed income counseling and advising low-income homeowners.

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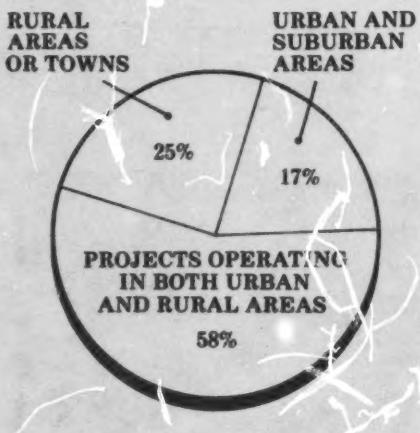
In Bangor, Maine, RSVP volunteers work with the Housing Authority to assist low-income families to analyze their incomes and to determine the kinds of housing they can afford, and the financial assistance for which they might qualify.

In Athens, Georgia, RSVP volunteers are working on a pilot Home Security and Personal Protection Service Program for the elderly. In cooperation with the local police department, they develop and present education programs and workshops to teach home security.

In Las Cruces, New Mexico, RSVP volunteers serve in three ways: they provide personal attention to elderly patients in hospitals, they assist the local Parents Anonymous group with self-help programs to prevent child abuse and to answer telephone hot lines for children and parents in trouble, and they work with the Juvenile Probation Office in special programs for problem youth.

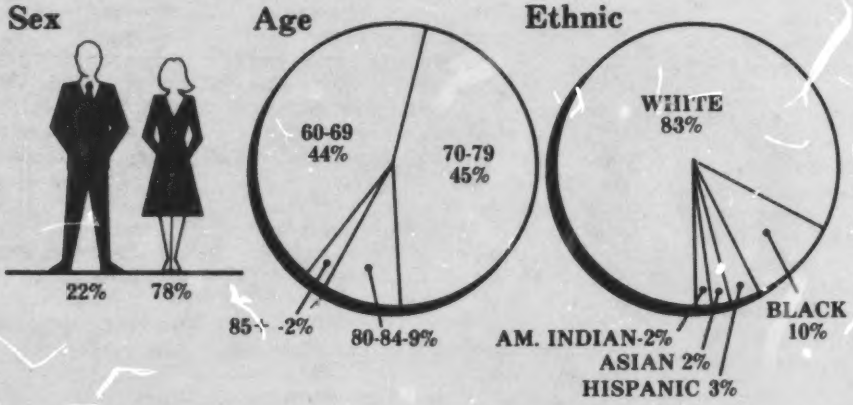
RSVP Project Location/ Urban-Rural

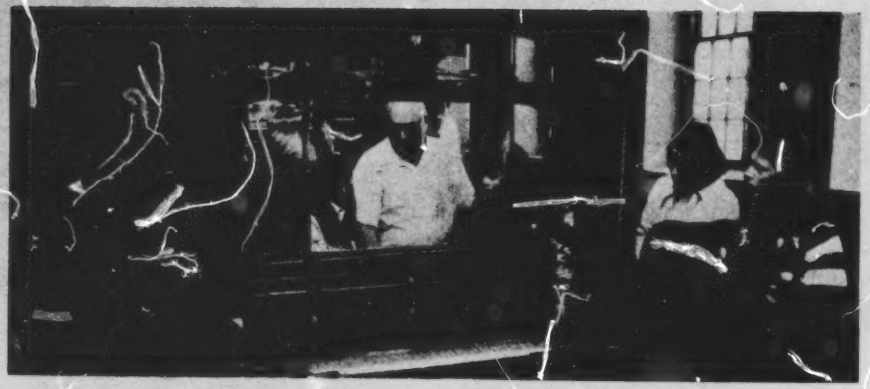


"Seniors have so much to give the rest of the population. The talents and skills they've nurtured for 60, 70, or 80 years can really be valuable to other people."

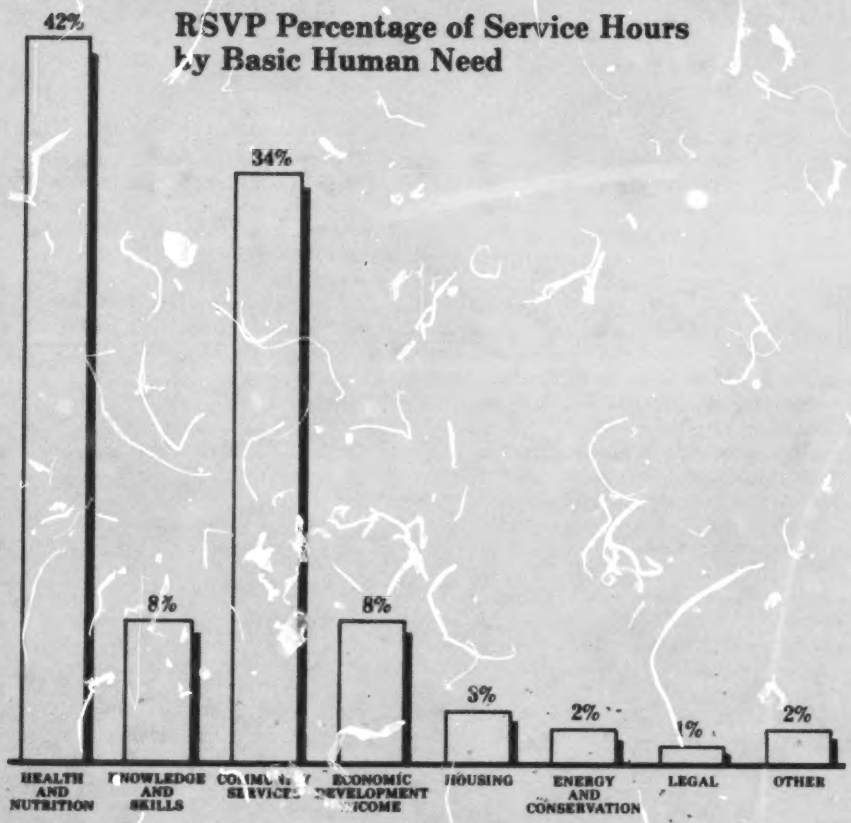
Tammy Meyer
RSVP Coordinator
Cherokee, Indiana

RSVP Volunteer Profile





RSVP Percentage of Service Hours by Basic Human Need



"It's like all your life you've been working for yourself. Then you get old and you realize how beautiful and meaningful it is to work for other people. It's added years to my life and brought me great joy and real purpose. I just wish I'd known how wonderful old age could be."

Unidentified
RSVP Volunteer
New Orleans, Louisiana

FOSTER GRANDPARENT PROGRAM

Last year a severely retarded cerebral palsy victim walked for the first time in 13 years; a blind and hydroencephalic child learned to talk and feed himself; and a child with a severe hearing impairment, who could not talk, learned to communicate with sign language. Small miracles all, but none of them would have happened without the dedicated care of Foster Grandparents. FGP enables the low-income elderly to help children with critical special needs.

In 1978, some 3.3 million children in our country were defined as physically, mentally or economically deprived or handicapped. These children were deaf, blind or mentally retarded. They had learning disabilities, cerebral palsy or epilepsy. They were abused, abandoned or runaways.

At the same time some 4.2 million elderly people lived below the poverty line. The Foster Grandparent Program brings together the needs of the young and the low-income elderly. It enables the elderly to become volunteers and do vitally needed work; it provides the disabled young with care and contact with an older person.

FGP was started in 1965 with 21 projects, 782 volunteers and a budget of $5 million. It was incorporated into ACTION in 1971.

Last year 16,500 older Americans served as Foster Grandparents and learned what it means to be needed and wanted again. They worked with 41,500 deprived and handicapped children throughout the country.

Volunteers were assigned to work in hospitals, institutions, private homes, schools and day care centers where their help was requested. They worked four hours a day five days a week on 199 projects under the sponsorship of private non-profit agencies. They received stipends of $1.60 per hour, transportation costs, medical insurance and, when possible, a balanced meal.

Over one third of the Foster Grandparents are minorities. The volunteers do not displace salaried staff, but rather work along with them to give children the personal attention they need.

Seventy-one per cent of the Foster Grandparents in 1978 worked in health programs, 21 per cent in education projects and 8 per cent in community services. Foster Grandparent programs are locally administered and volunteers are recruited locally.

At the San Francisco Family Services Agency Foster Grandparents worked with abused children and their parents. Many of the volunteers were in their 80's. They represented the diverse San Francisco population—blacks, Hispanics, Filipinos and Chinese Americans. Some with special training in crisis intervention worked on "Talk Line," a 24-hour counseling service for parents who abused their children. Foster Grandparents also worked at Respite House caring for abused children.

The state of Michigan funded nine Foster Grandparent projects with non-federal funds and provided support for some 500 Foster Grandparents who worked with 1,250 needy children.

In Ann Arbor, Michigan, Foster Grandparents worked in a residential treatment center for adolescents. The center is an alternative high school for disruptive youth.

In Denver, Foster Grandparents worked with mentally and physically retarded children in institutions. They also helped prepare handicapped youngsters to attend regular schools.

Foster Grandparents worked in criminal justice projects to break the cycle of youth offenses. The objective was to see if personal attention and care would help keep juvenile offenders from developing a life of crime.

Each Foster Grandparent was assigned two offenders who lacked stable home environments and who, according to court officials, would benefit from personal attention. Foster Grandparents helped these children cope with school and family problems. They tried to create a climate of trust in which the children could grow and develop. The projects have been successful and will be set up in other communities.

In a 1978 survey of Foster Grandparents, 95 per cent reported a greater satisfaction in their lives; 93 per cent said they were happier and 75 per cent said that serving in the program was the most important thing they had done in the last five years.

The budget for the Foster Grandparent Program was $34.9 million, including $30 million in benefits paid directly to the low-income volunteers.

"This program gives me something to get up in the morning for."

Florence Pezullo, 67
Foster Grandparent
Louisville, Kentucky

"What a small and beautiful world this really could turn out to be. . .

"A child of eight years of age and a woman 63 years of age meet each other and learn that they both have the same need to help each other face their daily problems—the need of love.

"Wendy and I first met at the Village Elementary School. . .Wendy desperately needed individual guidance and special attention. When Wendy felt and accepted my love, she began to relax, lost her fear of not completing her work and made outstanding progress. Through the acceptance of my love for her she began to realize how much I needed hers in return.

"Wendy has given me something money cannot buy. I have a limited income, but no matter how small it is I am rich by comparison. Helping a little child regain her self-confidence through love and being repaid with love in return is reward enough for me."

Hannah Dukeman
Foster Grandparent
Broward County, Florida

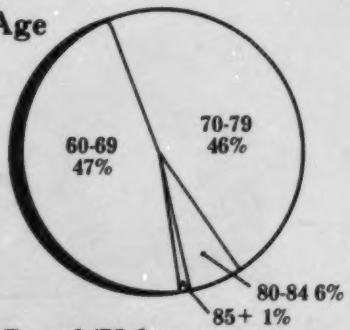
"I don't think that age has that much to do with being old. If you keep busy and active and have something to look for-ward to, you stay younger longer."

Liv Peterson, 75
Foster Grandparent
Crookston, Minnesota

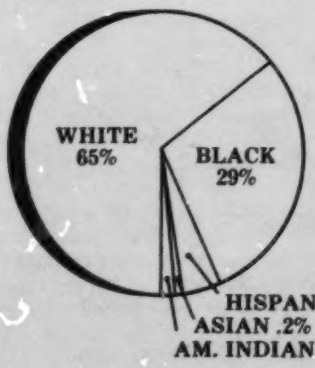
FGP Volunteer Profile

Sex

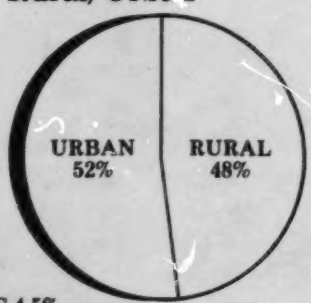
Age



Ethnic



Rural/Urban



VOLUNTEER ACTIVITIES
HEALTH/NUTRITION 67%—KNOWLEDGE/SKILLS 21%
COMMUNITY SERVICES 12%

SENIOR COMPANION PROGRAM

A study by the Department of Health, Education and Welfare indicated that in 1976, there were nearly 1.5 million older Americans in nursing homes, and estimates are that between 20 and 25 per cent of them could have lived at home with some simple, daily assistance.

ACTION's Senior Companion Program was designed to help the elderly live at home as independently as possible.

In 1978, more than 3,300 Senior Companions volunteered 20 hours a week to help 11,500 frail, elderly people lead healthier, less lonely and more dignified lives. The program had a budget of $7 million.

Eighty-five per cent of the Senior Companions worked in private homes; 15 per cent served in institutions and hospitals. Thirty-eight per cent of Senior Companions are minorities.

Senior Companions, who are all over 60 years old, are given 40 hours of orientation and training. They receive a daily hot meal, medical insurance, a yearly physical examination, transportation allowance and a $1,680 yearly stipend. These small monetary benefits allow low-income persons to be volunteers without cost to themselves.

The volunteers in turn provide the human touch for older people, helping them to cope with small things which could be overwhelming if faced alone. Senior Companions provide transportation, help with legal and financial paperwork, shopping, small personal services and, most importantly, companionship.

Senior Companions monitor the health of their 'clients' and make sure they receive available community services they may not know about.

They provide a social contact and a link to reality for the immobilized. Senior Companions help people released from hospitals adjust to living at home again. For many, the Senior Companion's assistance enables people to care for themselves rather than remaining in hospitals for only minimal care.

The presence of a Senior Companion frequently meant that if a person had to be re-hospitalized, it would be for a shorter stay. A study in Denver at St. Luke's Hospital showed that with Senior Companion care, the length of stay in hospital readmissions dropped from 25 days to 11 days.

While there are many social services in our country in urban and rural areas, they usually serve specific needs. Few agencies are equipped to offer the small daily attentions needed by the infirm elderly. So, many older persons get little or no medical attention until they become so sick that they must be put in an institution or hospital.

It is usually a collection of small needs that hasten an infirm older person's deterioration. For example, if an older person can't change a hall lightbulb, it becomes a real danger to try to navigate the stairs. If they can't stop drafts, they get colds or pneumonia; for lack of a ride to the doctor or the store, the older person's needs go unattended until a nursing home is necessary.

From FY 1976 to FY 1978, seven non-ACTION-funded Senior Companion projects were started in four states. The state-funded programs use the Senior Companion name and are patterned after ACTION's Senior Companion Program.

Five SCP test projects were started in 1978, funded by grants totaling $550,000. The purpose was to test the feasibility of integrating Senior Companions into efforts to care for older persons with

some impairments but who did not need full-time nursing home care.

These test projects were created in coordination with local agencies such as departments of public welfare, mental and public health units, state agencies on aging and community services agencies.

In the New Mexico test project, for example, 60 Indian Senior Companions serve elderly Indians in the region through the Pueblo health clinics and regional hospitals. These SCPs are working to keep the aging Indians out of nursing homes, many of which are 150 miles away from their homes.

Test projects in Maine and South Dakota serve the rural elderly as well. The goal is to prevent premature institutionalization through home care services.

Senior Companions in an Hawaii test project are working through public health units in urban areas with handicapped and hard-to-reach Filipino, Chinese and Japanese Americans.

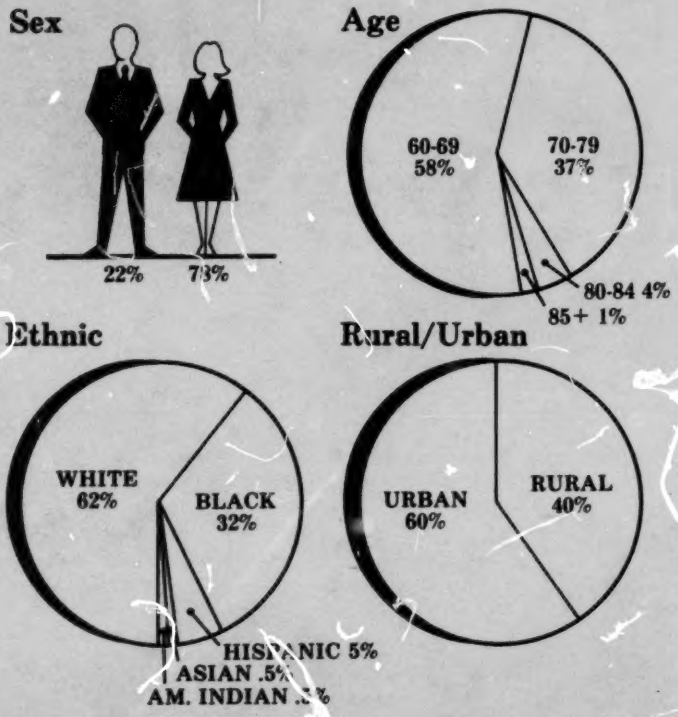
Having specific things to do and feeling needed have a positive impact on volunteers' physical health. As they serve they learn about services they may someday need themselves. Aging for many will be slower and less fearful.

The subtle benefits may be as small as having someone to share a meal with or someone to talk to, but it can make all the difference in being able to enjoy one's old age.

An arthritic and despondent woman in her seventies regained her appetite and her enthusiasm for life after six months of visits from a Senior Companion. Then she enrolled in the Senior Companion Program and now serves several clients herself.

Today she has a positive outlook on life. She said: "the Senior Companion Program has changed my life. It's given me a purpose in living."

SCP Volunteer Profile



Volunteer Assignments
Private Homes 68%—Residential Settings 25%
Non-residential settings 5%
Other (Educational, day care) 2%

"I do this because I happen to care. I enjoy it. It's helping me, too. I've been happy for the first time since my children grew up and I broke up housekeeping."

Maysie Sayre, 72
Senior Companion
Weston, West Virginia

"Basically, we're talking about isolation of the elderly and what it does to the human mind and body and soul. I will match these Senior Companions against any home care program you ever saw."

Marie Wilson
Senior Companion Director
New York City

VOLUNTEERS IN SERVICE TO AMERICA (VISTA)

VISTA stands for Volunteers In Service To America. Since its creation in 1964, more than 50,000 VISTA volunteers have strengthened and supported efforts nationwide to eliminate poverty. Its aim today is to reaffirm the principles that led to the creation of VISTA—assisting the poor to break the bonds of dependency.

VISTA is a national corps of volunteers. Individual volunteers work with grassroots organization, non-profit institutions and social service agencies while living in the very communities they serve. VISTA seeks to bring poor Americans into the mainstream by helping them identify resources and opportunities available to them. Priority is given to people's most basic needs for food, medical care and shelter.

In FY 1978, 4,466 VISTAs served on 749 standard projects and 11 national grant projects in urban and rural parts of this country. They assisted about one million people.

A VISTA survey estimates that during FY 1978, VISTA volunteers mobilized a total of $6.5 million for their local projects, and recruited an equivalent of 4,425 non-ACTION full-time volunteers. Statistical reports compiled by VISTA find that the average cost per volunteer was approximately $5,700.

In 1977, VISTA's volunteer strength, including trainees, was 3,913, its lowest level since 1967, and the outgoing administration requested that the VISTA budget be dropped and the program discontinued. The Carter administration restored the VISTA budget to its 1977 level of $22,937,000, plus an additional $2.35 million.

The end of FY 1977 and early FY 1978 was a period of transition and growth in VISTA. The new VISTA leadership refocused program emphasis from direct services to the poor back to community self-reliance as the most productive use of the limited VISTA resources. This focus enables a relatively small number of VISTAs to work with large numbers of people on issues of common concern.

The direct services provided by VISTA volunteers in the early 70's filled real, immediate community needs, but did not further the abilities of the poor to define their own problems or plan for their future needs. Therefore, VISTA's impact tended to be short-term.

The return, in FY 1978, to VISTA's original mandate—that of helping the poor help themselves—resulted in the establishment of projects based on the organization of low-income people to bring long-term benefits to themselves and their communities through their own collective efforts.

The VISTA handbook for sponsors states that projects utilizing VISTA volunteers must contribute to the creation of more self-reliant communities by developing among the poor the capability for leadership, problem solving and active participation in the decision-making processes which affect their lives.

In Harvey, Ill., two VISTA volunteers were instrumental in organizing block clubs in several low-income south Chicago neighborhoods. These citizen groups were successful in getting speed limit signs posted to protect neighborhood children from speeding cars. The groups also have been testifying at hearings regarding utility rate increases.

The Eastern Oklahoma Human Development Corporation is served by 14 VISTA volunteers. The volunteers work in 13 counties along with community residents on nutrition projects for the el-

derly, and fund raising through an arts and crafts project to benefit a senior citizens center. The community-operated gardening project grows fruits and vegetables which are then sold at discount prices to low-income residents. This project alone generated $54,865 in money, recources and materials. The proceeds from the arts and crafts project, organized by volunteers, but carried out by local citizens, pay the utility bills for the Golden Age Senior Citizens Center.

In Central Falls, R.I., volunteers organized and aided six community organization groups that are addressing consumer problems. These groups are dealing with statewide issues, particularly in the area of utilities. In 1978, they were able to obtain heating for eight low-income apartment buildings, postponed the closing of a local health center and obtained reimbursement for medical bills under new legislation.

VISTA volunteers are recruited in two ways: nationally and locally. The nationally recruited volunteer (NRV) is brought in the system through ACTION's national recruiting organization and can be assigned anywhere in the country. The locally recruited volunteer (LRV) is recruited from his or her own community by sponsoring organizations.

Since NRVs serve in communities other than their own, they bring a fresh, outside view to problems and may be able to find solutions that others who are too close to the problems overlook. They may also bring needed skills and expertise to the projects on which they serve.

LRVs serve in their own neighborhoods. They understand the needs of their own communities, and have a stake in seeing projects develop. They often know how best to get things done in their neighborhoods, and they remain in the community after their VISTA service

terminates.

In FY 1978, NRVs accounted for 34 percent of all VISTA volunteers, while LRVs made up the remaining 66 per cent. Minorities made up 24 per cent of all VISTA volunteers. Approximately 28 per cent of all LRVs were minorities, of which 17 per cent were black, six per cent Hispanic, three per cent American Indian and two per cent Asian or Pacific Islander. Among NRVs eight per cent were minorities—four per cent black, two per cent Hispanic and two per cent American Indian, Asian and Pacific Islander.

National Grants

The VISTA national grants program was created in 1977 to demonstrate VISTA's new program criteria which stressed the development and strengthening of efforts to enable low-income people to participate in the decision-making processes which affect their lives.

Under the national grants program, grants are awarded to national non-profit organizations that have community-based affiliates in more than one federal region. To obtain an award, applicants to the program must demonstrate that they can manage a geographically dispersed program, have programming and training expertise in the poverty-related areas to be addressed, and are able to provide adequate volunteer supervision.

In the latter part of FY 1978, the national grants program focus changed. Having demonstrated the types of projects possible under the new program criteria, VISTA decided that all future national grants must have a program aimed at specific populations such as migrants or senior citizens; or specific issues such as nursing home reforms or co-op development.

This change in focus came about because some poverty-related problems can be answered and certain impoverished groups can be reached more effectively through national organizations. For example, migrant workers cross state and regional boundaries and have little consistent access to federal assistance programs. Similarly, the need for nursing home reforms follows nationwide patterns and requires special training and a common approach.

In 1978, VISTA awarded $2,584,392 in national grants to 10 organizations across the country, and placed 470 VISTA volunteers with local community groups. Eighty per cent of grant monies went for volunteer support.

In order to select the most qualified applicants, ACTION pioneered the practice of awarding federal grants competitively. The competitive process was announced in the Federal Register of October 5, 1978.

Two examples of national grants awarded in FY 1978 are the Federation of Southern Cooperatives and the Housing Assistance Council.

– **The Federation of Southern Cooperatives** is a non-profit, tax-exempt regional association of more than 130 cooperatives and credit unions serving small farmers and other low-income rural people in 11 southern states. The Federation is a service, a resource and an advocacy organization for the 230,000 individual members/families affiliated with these cooperatives and credit unions. The goal is to foster self-help community-based economic development through a process of education, organization and cooperation among people.

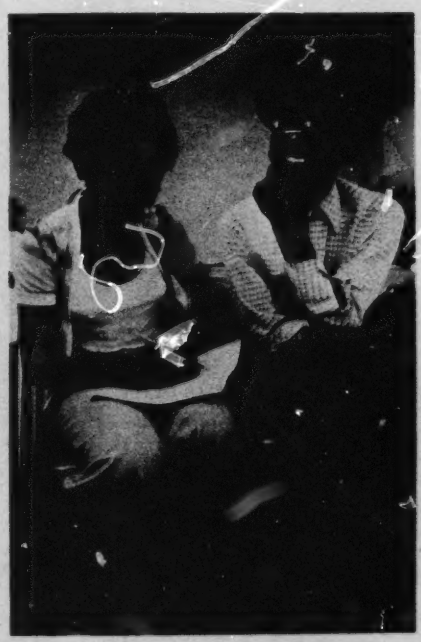
– **The Housing Assistance Council (HAC)** is a national, non-profit corporation which provides housing rehabilitation, new housing and community assistance to low-income people. VISTA volunteers who serve through HAC work in eight small southern towns, each below the national poverty level and with a predominantly black population. Until recently, rural residents received less than half the amount of federal housing monies than did urban residents, and each town affiliated with this HAC program has a population of under 10,000.

Training

Planning began in FY 1978 to expand both the technical assistance and the training provided VISTA volunteers.

In keeping with the new VISTA objectives, VISTA established a training and technical assistance unit and began publishing *VISTA Currents*, a technical assistance periodical. *VISTA Currents* serves as a source of up-to-date information on such subjects as consumer utility rights, rural transportation and community crime prevention funds, as well as other areas of programmatic concern to VISTA volunteers.

In 1978, VISTA initiated planning to increase training for volunteers. In the future, volunteers will receive four days of orientation and six days of intensive skill training for their assignments. They will learn to examine the communities they work in, define, analyze and develop strategies and plans for helping local people solve problems effectively while, at the same time, enabling local leadership to develop.



Community Development VISTA Volunteers

During FY 1978, VISTA developed a plan to increase a community's ability to make use of many available programs and funds from federal, state and local governments, as well as business and private organizations. VISTA found that these monies and programs, designed to solve a variety of community problems, are being under-utilized due to a lack of know-how, organization or expertise.

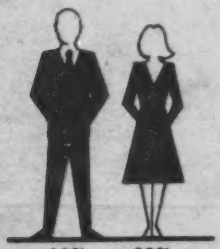
The plan is to open up 250 training entries for Community Development VISTA volunteers (CDVs). VISTA proposes to selectively recruit applicants for a two-year commitment to work in community development. These volunteers will receive specialized training and technical assistance support and will be assigned to struggling grassroots organizations, to small communities whose populations are poor and lack skilled administrators, or to other areas where low-income people are concentrated and under-served.

"One big thing that I learned through my VISTA service is the value of people having responsibility for and control over their own lives—which means that when you want to help people, don't give them a handout. Help them learn how to help themselves."

Victoria Rennie
VISTA Volunteer
Charleston, South Carolina

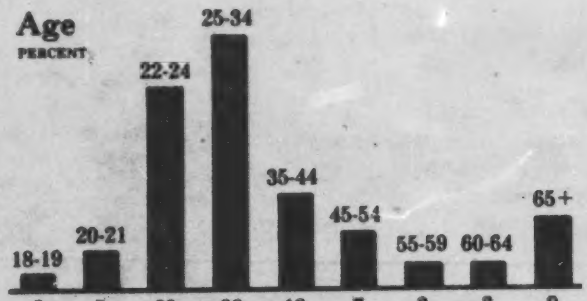
VISTA Volunteer Profile
AS OF 9/30/78

****Sex**



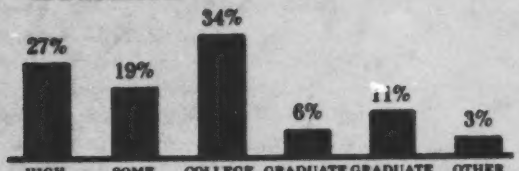
32% 68%

Age
PERCENT



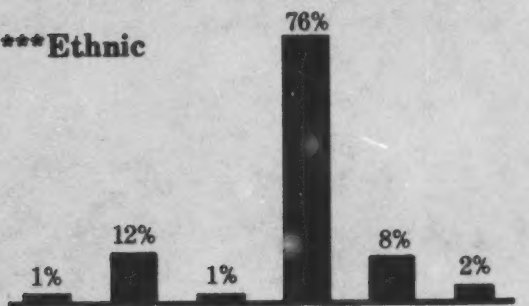
2 5 26 33 12 7 3 3 9

****Education**



In the 55 and older category there are 565 volunteers representing 15% of the total VISTA population. The 70 and older age group consist of 171 volunteers. While 32% of the VISTA population are men; 41% of the over 55 age group are men.

*****Ethnic**



****Source:**
VISTA Statistical Reports.

*****Source:**
VISTA Activities Survey, 1978

"I believe that if people come together around one common interest and work at it, they can succeed at whatever they are trying to do. We are talking about people who are willing to work by the sweat of their brow to earn their bread. It makes me feel good . . ."

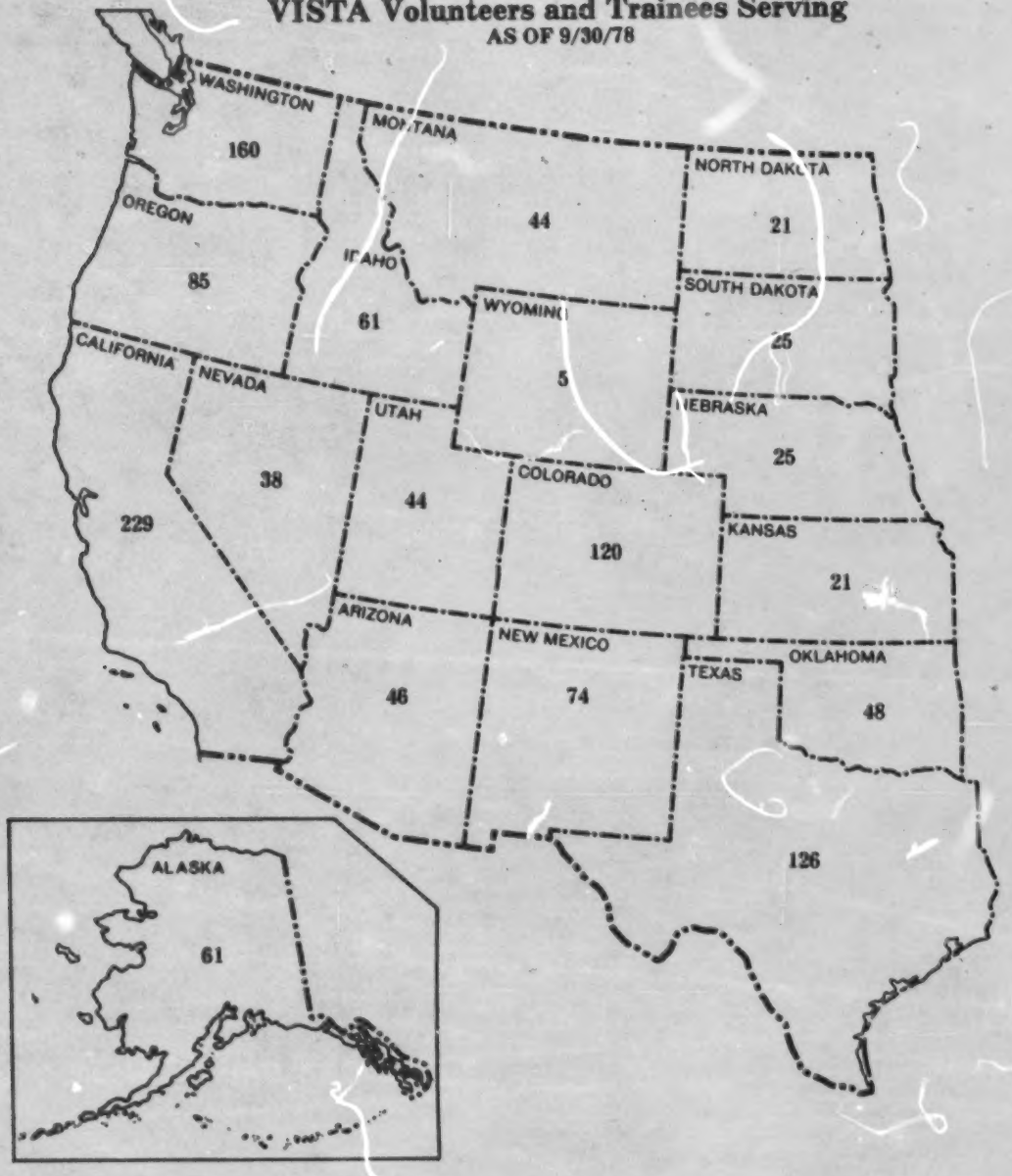
Alfreda La Board
VISTA Volunteer
Ravenel, South Carolina

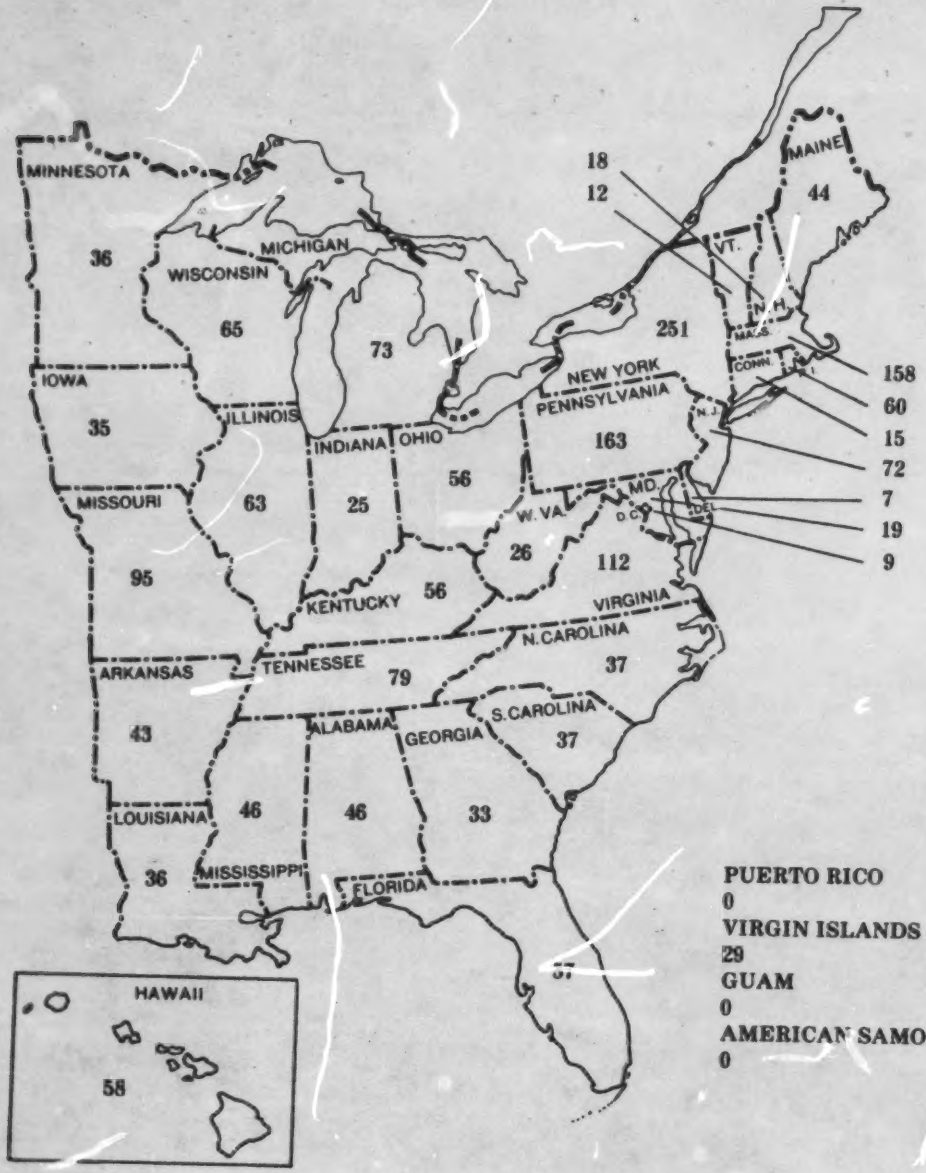
ACTIVE VISTA VOLUNTEERS AND TRAINEES

As of September 30, 1978

STATE	VOLUNTEERS FROM	VOLUNTEERS SERVING IN	SPONSORING ORGANIZATIONS
ALABAMA	74	46	8
ALASKA	8	61	25
ARIZONA	22	46	8
ARKANSAS	22	43	11
CALIFORNIA	252	229	36
COLORADO	115	120	12
CONNECTICUT	69	95	11
DELAWARE	6	7	1
DISTRICT OF COLUMBIA	24	9	2
FLORIDA	86	57	20
GEORGIA	64	33	8
HAWAII	39	58	8
IDAHO	27	61	15
ILLINOIS	139	63	11
INDIANA	35	25	13
IOWA	34	35	13
KANSAS	23	21	7
KENTUCKY	27	56	20
LOUISIANA	34	36	9
MAINE	33	44	8
MARYLAND	62	19	6
MASSACHUSETTS	169	158	16
MICHIGAN	119	73	15
MINNESOTA	66	36	9
MISSISSIPPI	50	46	8
MISSOURI	57	95	26
MONTANA	9	44	9
NEBRASKA	24	25	13
NEVADA	5	38	16
NEW HAMPSHIRE	24	18	5
NEW JERSEY	82	72	13
NEW MEXICO	23	74	12
NEW YORK	297	251	38
NORTH CAROLINA	49	39	15
NORTH DAKOTA	24	21	3
OHIO	123	56	16
OKLAHOMA	41	48	7
OREGON	92	85	10
PENNSYLVANIA	180	163	30
RHODE ISLAND	50	60	7
SOUTH CAROLINA	56	37	6
SOUTH DAKOTA	7	25	3
TENNESSEE	81	79	13
TEXAS	91	126	22
UTAH	16	44	8
VERMONT	2	12	5
VIRGINIA	94	112	21
WASHINGTON	115	160	32
WEST VIRGINIA	22	26	8
WISCONSIN	99	65	10
WYOMING	2	5	1
PUERTO RICO	1	0	0
VIRGIN ISLANDS	21	29	7
TOTAL	3,286	3,286	656

VISTA Volunteers and Trainees Serving
AS OF 9/30/78




MINNESOTA
36
WISCONSIN
65
MICHIGAN
73
IOWA
35
ILLINOIS
INDIANA
OHIO
56
MISSOURI
63
25
95
KENTUCKY
56
ARKANSAS
TENNESSEE
79
43
ALABAMA
GEORGIA
46
46
LOUISIANA
36
MISSISSIPPI
FLORIDA
HAWAII
58
18
12
MAINE
44
VT.
N.H.
MASS.
251
CONN.
R.I.
NEW YORK
PENNSYLVANIA
163
N.J.
158
60
15
72
MD.
7
W. VA.
D.C.
DEL.
19
26
112
9
VIRGINIA
N.CAROLINA
37
S.CAROLINA
37
33
PUERTO RICO
0
VIRGIN ISLANDS
29
GUAM
0
AMERICAN SAMOA
0

VISTA Budget—FISCAL YEAR 1978

PROJECT SUPPORT $1,807,006

VOLUNTEER SUPPORT $22,457,000

TRAINING $1,366,000

TOTAL $25,630,000

SERVICE-LEARNING PROGRAMS

While there are many federal programs established to deal with the problems of our youth, there are few that look at the young as a resource. ACTION administers three service-learning programs for youth: the National Student Volunteer Program (NSVP), University Year for ACTION (UYA) and the Youth Challenge Program (YCP)..

Service-learning programs involve students in voluntary service in their communities; at the same time, they provide opportunities for students to grow personally and academically.

National Student Volunteer Program

The National Student Volunteer Program's (NSVP) special role is to encourage and assist the development of service-learning programs that respond to the most important needs of low-income people. In FY 1978, four persons staffed NSVP and the budget was $330,000.

NSVP, which was created in 1969, serves as a national source of technical information and assistance to educational institutions seeking help in establishing and operating service-learning programs. NSVP does not control local efforts or field volunteers. The educational institutions place volunteers, who may serve, for example, in community agencies, in nursing homes, or set up crime watches for the elderly.

NSVP assistance includes training seminars, national forums and on-site consultations. NSVP also publishes *Synergist*, a journal for student volunteers and service-learning program managers, with a circulation of 30,000. It highlights unique service-learning programs and provides technical information in such areas as consumer problems, nursing home reforms, special sports for the handicapped, alternative schools for delinquent children and psychiatric halfway houses.

As examples, the following educational institutions, all of which have had long-standing relationships with NSVP which provided them with on-site consultations, training and technical assistance materials, had active student volunteer programs in FY 1978. For instance, Macalaster College in Minnesota placed 500 students in a variety of community agencies working on such projects as helping low-income and elderly persons fill out tax forms and organizing a coalition of mental health advocates.

In Livonia, Michigan, 1,500 students at two high schools participated in class-related community service projects. Drama students presented skits in a nursing home, students studying Spanish helped community workers in an Hispanic organization, business English students published a newsletter for residents of a convalescent center, and horticulture students landscaped an historic site.

College students at the University of Virginia helped set up a community-based, non-profit corporation to rehabilitate houses owned by low-income people who couldn't afford to keep them repaired. In 1978 more than 100 student volunteers worked with 25 full-time employees and a budget of $185,000 to renovate 40 houses.

University Year For Action

The University Year for ACTION (UYA) program began in 1971. Since then, more than 9,000 students from 150 colleges and universities have participated in UYA projects that range from helping citizen groups in the South Bronx, N.Y. to renovate gutted and abandoned tenements to helping the elderly in Redwood City, Calif. with a consumer advocacy project.

UYA enables university students to earn academic credits while spending a year off campus to serve in low-income communities. In 1978, 900 UYA students from 45 colleges worked to bring small businesses to ghettos, medical services to migrant camps and on various urban and rural projects near campuses.

UYA is working on some program revisions recommended by the Educational Testing Service (ETS) study of 1977. These include: allowing volunteers to attend class while on assignments, providing greater incentive for faculty involvement, giving allowances comensurate with VISTA and developing several model programs to accomplish ACTION's mandate to serve the poor.

As a result of the ETS findings, several one-year demonstration grants developed at the end of FY 1978 were awarded to community-based schools and groups to test alternative service.

The demonstration projects were designed to achieve more involvement of universities in low-income communities, more involvement of faculty with the low-income community and more community involvement with UYA.

Grants were given to the Association of Collegiate Schools of Architecture, The Clearinghouse for Community-Based Free-Standing Educational Institutions, and Appalachian Leadership and Community Outreach (ALCOR).

A grant also was awarded to the National Conference of Black Mayors, the first given to a non-educational institution. This project provides full-time public administration students to assist mayors of small towns in management and to show them how to use volunteers and other resources effectively.

Youth Challenge Program

The Youth Challenge Program (YCP) was established in 1974 to stimulate interest in voluntarism among high school students. Grants were given to develop projects using student volunteers.

Projects, training and service-learning goals were established by the schools involved in the programs. Some students earn credit for their voluntary service. About 4,000 YCP volunteers served on 13 projects in 1978.

ACTION has proposed that YCP be discontinued and that the $185,000 budget be transferred to NSVP, the more cost-effective of the two programs. These funds would enable NSVP to create demonstration projects that test the extent to which a service-learning experience remedies academic and behavioral problems of juvenile offenders.

Demonstration projects might establish service-learning models for other groups of young people, such as high school underachievers and dropouts.

SPECIAL INITIATIVES

In an effort to better address the needs of the poor, ACTION introduced and tested new project ideas and special initiatives in FY 1978.

These agency-wide projects were designed for special needs. . .youth unemployment, aging, the plight of the small farmer, crime, family violence, energy and the problems of the cities.

Some of these efforts were funded by ACTION grants—approximately 25 small grants from $5,000 to $25,000 were awarded to a diversity of non-profit organizations that use volunteers to solve their local problems, or to organizations that plan to use volunteer.

During FY 1978, the agency established a goal of increased minority participation, and to this end formed a Minority Participation Committee.

The agency was also interested in developing new types of volunteer opportunities, and to that end established the Office of Voluntary Citizen Participation which funded three short-term volunteer programs.

Urban Programs

Responding to President Carter's call on March 27, 1978 for a "new partnership" among citizens, government and the private sector to help make our cities and neighborhoods more livable, ACTION developed demonstration projects and laid the groundwork for a proposed Urban Volunteer Corps and a Good Neighbor Fund. Under the administration's new urban policy, ACTION was to be responsible for those two major programs to be funded at $40 million. The President's urban bill was not passed by the end of FY 1978, and a modified version is still pending before the 96th Congress.

The Urban Volunteer Corps was designed to link volunteer technical assistance and developmental know-how to

neighborhood groups involved in community improvement projects. The program also included the Good Neighbor Fund, which provides modest amounts of seed money to self-help projects.

One example of the kind of project that could be included in the Urban Volunteer Corps is the Management Assistance Program (MAP), which ACTION funded with the United Way of Cincinnati. This program was designed to provide managerial and accounting assistance to nonprofit agencies through executive-level volunteers recruited from local businesses.

ACTION, under the Urban Volunteer Corps, would create citywide resource banks of specialist volunteers in some 150 cities.

ACTION also developed an Urban Crime Prevention Program as another component of the urban proposal. This is a partnership between local public officials, community groups and individual citizens in neighborhood crime control and prevention. This program was developed in cooperation with the Law Enforcement Assistance Administration.

Other urban initiatives included a small grant given to the Center for Neighborhood Technology in Chicago to provide technical assistance for eight VISTA volunteers. The volunteers assisted five community organizations in building five solar greenhouses and two solar water heaters.

Rural Programs

The Small Farms Conferences, funded with a $15,000 grant, gave more than 400 small farmers throughout the country a chance to discuss major rural problems such as access to capital and credit, production and management, marketing, additional income, energy needs, family farm living and land use. Two-day sessions were held in five ACTION regions. The conferences, jointly sponsored by the Community Services Administration, the U.S. Department of Agriculture and ACTION, represented a significant step in renewing cooperation among these agencies. The conferences were designed to provide a national voice for small farmers and to give them more direct access to federal assistance programs.

A grant was given to Rural American Women, Inc., to plan, develop and advise ACTION about improving conditions for women in rural areas. Members of Rural American Women, Inc., attended the Small Farms Conferences and made recommendations to ACTION on the use of volunteers in meeting the needs of rural women.

Family Violence and Displaced Spouses

Since 1976, ACTION has become more concerned with the increase of family violence. It is taking place in all communities without regard to racial and cultural influences or economic status.

During FY 1978, ACTION requested proposals from volunteer projects currently involved in family violence programs. ACTION funded demonstration programs dealing with family violence and displaced spouses.

In Baltimore, Maryland, displaced homemakers and battered women served as part-time reimbursed and full-time stipended volunteers at New Directions for Women, Inc. Their service at the center was a step toward their own readjustment to the world and a job.

The Domestic Violence Project, Inc. in Ann Arbor, Michigan received an ACTION grant. The project identified a potential pilot volunteer center in each of ACTION's 10 regions. These centers located and supported local voluntary programs meeting the needs of battered women and other victims of family violence.

Criminal Justice

In April of 1978, ACTION awarded a grant to the National League of Cities. With the grant they assessed neighborhood crime prevention efforts in 50 states and made sub-grants to model crime prevention projects in several cities. The first sub-grant was awarded to Detroit's Neighborhood Service Organization to test neighborhood-based solutions to urban crime by attacking the causes of crime. Similar grants are planned in FY 1979 for New Orleans and San Francisco.

Aging

Since older Americans living on fixed incomes are often hardest hit by inflation, ACTION funded four Fixed Income Consumer Counseling (FICC) projects. All of these projects are based on the successful agency-funded Denver Commission on Community Relations Fixed Income Counseling program.

The Denver FICC provided bilingual information to about 10,000 senior citizens, handicapped persons, unemployed displaced homemakers, single heads of households and others on fixed incomes.

It recruited 300 volunteers who were experts in finance, nutrition, health care and transportation. They held counseling seminars, published flyers called FICC Facts, assisted at least 6,000 people and gave 370 workshops and counseling sessions. The project produced 14,000 hours of skilled volunteer service. The other three projects, similar to the Denver project, were in Atlanta, Boston, and Mission Viejo, Calif.

Five projects designed to provide volunteer opportunities and services for older American volunteers were also funded. Among them was Green Door in Washington, D.C., which recruited 30 to 50 senior volunteers to assist chronic, long-term mental patients to make the transition to life outside the institution. This project is a rehabilitation day care program. Volunteers also work with former patients who are job hunting.

Another project, the Open Door in Eustic, Fla., is served by volunteers aged 60 or over. Open Door helps persons released from institutions to lead independent lives and to minimize the risk of being recommitted.

Energy Conservation

Two pilot energy conservation projects were funded: The Division of Energy and Power Development in Anchorage, Alaska and the Missouri Governor's Energy Conservation Corps. Both projects are testing the effectiveness of using local volunteers to assist low-income residents in winterizing their homes. The projects include an experimental long-range energy conservation awareness program for youth. Volunteers were trained to carry out a variety of energy projects, including home winterization. These projects provide another dimension of volunteerism, by recruiting and training local volunteers to provide assistance to their neighbors.

Youth Unemployment

In March, 1978, the U.S. Department of Labor (DOL), ACTION and greater Syracuse, N.Y. created an innovative, voluntary community-based youth program in Syracuse and Onondaga County called Youth Community Service or YCS.

The program is funded by an $8 million discretionary grant from the Department of Labor's Office of Youth Programs and is supervised by ACTION.

YCS is another example of this administration's serious concern with our youth's high unemployment rates and their increasing alienation from their communities. The program is designed to provide 16 to 21-year-olds a constructive transition from school to work while serving their community.

YCS offers them the opportunity to serve for a year as stipended volunteers on projects which meet basic human needs in the community. The program exposes youth to people and experiences that broaden them as individuals, in-

crease their commitment to their community and develop their skills. The YCS program provides a vehicle and an opportunity for youth to become positively involved in the life around them, serving as a valuable community resource.

One of the main purposes in starting the demonstration program was to assess the degree to which a youth volunteer service 'works' in an average American city. In addition, the Syracuse experiment was intended to serve as one part of ACTION's proposal to research the concept of a national youth service and test potential models for such a national program.

A non-profit community-based corporation was created in Syracuse to administer the YCS program. YCS's 21-member board of directors includes representatives of city, county, business, civic and religious organizations, the volunteers and community, youth and neighborhood groups in Syracuse and Onondaga County. The YCS administrative and program staff is made up entirely of local citizens, who have used a complex and unique model to match youth with community service opportunities.

There were two basic phases to the program: recruitment of sponsors and recruitment of volunteers. ACTION assisted the YCS staff for the first six months of the project in sponsor recruitment, project development and media information. These duties were then taken over by the Syracuse staff hired two to six months after YCS began.

Within five months, 104 projects were developed and 438 service opportunities defined. There were 857 applications for YCS volunteer positions and 150 volunteers in service.

Young people are eligible for YCS if they are out of school, out of work and are residents of Syracuse or Onondaga County. The program accepts volunteers from every social or economic background; it is not a program only for the "disadvantaged."

YCS provides ways to develop mutual commitment between young people and their communities; it does not just provide neighborhood services and jobs. Sponsors are obliged to provide supervision, training and support in return for services.

Projects for volunteers are developed by public and private non-profit organizations, community groups and youth. The Syracuse projects include neighborhood revitalization, emergency home repairs, recreation and arts programs for the city and county, home health care, justice and legal rights, and specialized transportation services. Twelve of the projects were created by individual youth or youth groups.

Projects also are designed to serve the most basic needs of elderly, handicapped, and low-income citizens as well as to make needed neighborhood improvements.

Volunteers are given three and a half days of orientation to clarify the purpose and objectives of YCS. They assess their interests in project types and service preferences. They are not simply placed on projects; an aspect that has made this youth program different from others is that volunteers can visit sites, meet the sponsors and the other volunteers and then choose the project on which they want to serve.

Volunteers and sponsors sign agreements that define expectations of the volunteers and the sponsors. No more than seven volunteers may serve with one supervisor, which assures a significant amount of interpersonal contact between supervisor and volunteers.

Volunteers serve 30 hours a week and receive an annual stipend of $4,056 as well as education vouchers and health and life insurance benefits. They receive 30 or 40 days of training.

Training during service includes reassessment of the project's purpose and the volunteer's goals, accomplishments and problems. During the eighth or ninth month of service there are five-day sessions exploring volunteers' career choices. A two-day session during the twelfth month helps volunteers to define career or educational alternatives.

On-the-job training is continual and in the hands of the supervisor. For example, persons working on community newspapers will learn about offset techniques, layout and paste-up; a volunteer serving in a day care center will learn about the financial and managerial aspects of the

job as well as about the needs of the children.

Syracuse City University has evaluated a limited number of YCS projects. To supplement this, ACTION contracted with the Urban Institute in Washington, D.C. to design evaluations on the effects of the YCS model on projects, volunteers and the community at large. The purpose is to discover what works and why it does.

Some responses to the YCS program are as follows:

YCS Volunteer Cindy Barber, 19, is a high school dropout. She spent most of her adolescent years without meaningful work or any sense of her own future. She drifted between menial jobs and various youth programs. Through YCS she serves with the local community playhouse.

"I've been in a lot of youth programs and they stuck you wherever they thought they wanted you to go. At YCS, they make you feel like you're part of things. At YCS, we had a choice and I'm learning more about what I'd like to do for the future," she says.

"They really talk to you. First they put us in groups and talked about our futures and careers. They had this task book and we picked out the places we wanted to go. I really like this program."

Carmella Thomas, 18, does hypertension surveys for the elderly. She says: "I took the course at the Red Cross and I also teach a course in preparation for parenting. I chose health as my project because I wanted to go on to nursing."

Rafael Perez, 17, works at Seymour Elementary School tutoring students and visiting their parents to discuss classroom or attendance problems. Pat Hall, YCS supervisor and the school principal, says:

"Rafael is the liaison with the Spanish community and often visits students' homes. He feels his work at Seymour School has prepared him for what lies ahead and he enjoys this type of work. Having in contact with these young adults is a good experience for these children."

Rafael Perez says: "We talk to the kids when they skip school. Right now I am in night school to finish high school. I ask the kids why they're not in school and tell them that I don't want to see them get like I am."

Short-Term Volunteer Programs

Three short-term volunteer programs were funded by ACTION in FY 1978. Approximately 500 full-time volunteers provided two to three months of specialized service on ongoing projects. In Los Angeles, non-stipended volunteers were involved in an ACTION/HUD-funded endeavor of community organization to answer the problems of deteriorating neighborhoods. In Cleveland, Ohio, these short-term volunteers worked on two projects—one dealing with housing and the other with specific activities designed to upgrade the status of low-income working women.

Minority Participation Committee

The goal of increased minority participation in ACTION's volunteer programs and in the agency itself led to the formation in May of 1978 of a Minority Recruitment Task Force. Once the scope of the situation became apparent, the task force was renamed the Minority Participation Committee, and expanded its mission to include increased participation of minorities in all areas of the agency, not only in recruitment.

The director of the agency established a goal of 20 per cent minority participation in both the volunteer force and on national and international staff by the beginning of FY 1982. This includes increased minority staffing at the middle and upper management levels.

The Committee concurred with the Director's proposal and issued a series of recommendations to achieve this goal. The recommendations were broken down into four major areas: Recruitment, Communications, Processing and Placement, and Post-Service Support.

Recruitment —Among the major recommendations were to: increase activities on college campuses with more than 15 per cent minority enrollments; increase numbers of strategy contracts given to minority campuses; develop re-

cruitment and training manuals for use by ACTION staff involved with minority recruitment; and utilize churches, neighborhood organizations, grantees and VISTA sponsors in minority communities to gain their support for recruitment and awareness activities.

Communications —Recommendations included: developing a system for effective relations with the minority press; increasing participation of ACTION staff in national meetings of minority organizations; and developing specific advertising materials and strategies with special messages for minorities.

Processing and Placement —The committee suggested: the establishment of a system for the collection, storage and dissemination of data on minority Peace Corps volunteers which would track the volunteers from applications through completion of service; and the appointment of a minority recruitment and placement officer in each of the five service centers.

Post-Service Support —In an effort to avoid early terminations and enlist minority volunteers in post-service recruitment activities, the committee recommended that ACTION:

Institute formal procedures for processing minority early terminees who indicate racism as a factor in their decisions to terminate, and encourage reassignments; gather a roster of minority volunteers to facilitate their participation in minority recruitment/awareness activities and insure that low-income, locally recruited volunteers have meaningful career development plans and opportunities.

PEACE CORPS

1978 was a year of solid accomplishment for the Peace Corps. Over 100,000 Americans, young and old, wrote asking how they could become Peace Corps volunteers. The number of Peace Corps volunteers increased by over 400. There were some 6,006 volunteers serving in 63 countries. The training of these volunteers was improved. It was lengthened and a new emphasis was put on language and job skills.

Since the first volunteers stepped off the plane in Accra, Ghana in 1961 and sang the Ghanaian national anthem in Twi, almost 50 nations have come into existence. The Third World is now stronger, more unified and more self-confident. Its needs have changed. Some countries decided they need programs more in keeping with their own cultural values. Western development models may no longer be appropriate.

The Peace Corps is flexible enough to meet these changing needs. The programs developed last year reflected these needs.

Our program emphasis shifted from filling manpower gaps in host countries to meeting basic human needs—food, nutrition, health and clean water. Peace Corps volunteers worked on programs that directly increased the self-reliant capacities of people at the village level.

Volunteers also worked to promote lasting solutions for the people through optimal use of local resources. The goal is to reduce their vulnerability and assist them in becoming self-sufficient.

Non-basic human needs programs are being replaced by higher priority basic human needs programs such as fish farming, alternative energy systems, vegetable gardening, reforestation, beekeeping, nutrition, primary and preventive health care, maize and rice production, grain storage and small animal husbandry—things that the Peace Corps does well.

The Peace Corps is not working alone. In many cases the volunteers are working together with volunteers from the host country or other countries. Other agencies have learned that the Peace Corps is especially effective at the village level so we are working on programs with the Agency for International Development (AID), the U.S. Department of Agriculture, the Board of International Food and Agricultural Development, the World Health and Pan American Health Organizations, the World Bank, the United Nations Development Programs (including the U.N. Volunteer Program), and the U.N. Capital Development Fund, and a number of U.S. private and voluntary groups. This represents a new spirit of cooperation in the Peace Corps.

There is a remarkable vigor and variety of projects undertaken by Peace Corps volunteers.

During 1978, volunteers:

— trained 200 auxiliary nurses and laboratory technicians, and provided lecture courses for hundreds more health workers;
— established scores of school gardens, demonstration farms and vegetable test plots;
— trained over 500 livestock ranchers and fish farmers in ways to improve protein food production;
— completed dozens of school buildings, markets, latrines, water supply systems, suspension bridges, methane gas digesters and play areas for children;
— established or upgraded the procedures of more than 40 food growing, retail sales, savings and loan and artisans' cooperatives;
— instructed thousands of students and teachers in food technology, English, wildlife management, mathematics, agriculture, crafts and crafts marketing;

— worked with over 1,000 blind, handicapped or incarcerated people.

Coordination with other organizations is expanding Peace Corps' resources beyond those available in its own programs.

— In conjunction with the Overseas Development Council and AID, Peace Corps is developing a research and demonstration program focusing on alternatives in energy.
— In Upper Volta, volunteers are working in an appropriate technology information dissemination center.
— In rural Kenya, volunteers are helping to establish a technology demonstration unit.
— In an agricultural extension center in Sierra Leone, they are developing appropriate technology implements such as cassava graters, threshers and winnowers.
— In Guatemala, volunteers who are teaching also are working on nutrition and sanitation. They have started vegetable gardens, they teach nutrition and have developed sanitary village water supplies using locally available materials such as bamboo piping.
— In The Gambia, volunteers are teaching health and sanitation from lesson plans developed by volunteers in Niger.
— In Costa Rica and the rural areas of several African countries, volunteers are using small-scale grain storage techniques developed by Peace Corps volunteers in Benin.

In 1977, one quarter of the countries with Peace Corps programs had no directors. Now, there are highly competent directors in all Peace Corps countries. They represent a much wider spectrum of our American population than did their predecessors. Nineteen of the 49 directors named since 1977 are minorities. Fifteen are women. Four are husband and wife teams serving as co-directors, a first for the Peace Corps. We have a blind country director who is the highest ranking handicapped person ever to represent the United States overseas.

Our special efforts to widen minority and women's participation are reflected in the Peace Corps management team which is made up of half minorities and women. We have a growing number of minority volunteers and have committed ourselves to having 20 per cent minority volunteers by 1982.

A recent study revealed that during 1978, nearly 1 million people were directly affected by volunteers' activities. They included 560,000 students or trainees, 390,000 direct recipients, such as farmers or health workers, and 30,000 co-workers and host country counterparts. The tools for self-development introduced by these Peace Corps volunteers will long outlive their presence overseas. There can be no price tag put on the value of the knowledge, skills and experience these volunteers brought from their own country, nor the new intercultural sensitivity they gained in the countries in which they served.

President Nyerere of Tanzania told the Peace Corps he welcomed Peace Corps volunteers who come to learn as well as share their skills.

His position reflects the Third World's new attitude toward the importance of reciprocity in international relationships. The strength of this more reciprocal way of viewing the Peace Corps lies not only in Americans learning about the Third World in order to be more informed citizens. Third World people need to see that the Peace Corps acknowledges that development is not so much a matter of what we can do for them as of what we as global citizens can do together to abolish the worst aspects of world poverty.

Information Exchange

During the Peace Corps' 17 year history over 70,000 volunteers have been working in partnership with their hosts, finding solutions to local problems. Along the way they have scrounged, invented, made-do and come up with some innovative answers to old problems.

As a result the Peace Corps has become one of the best sources of development information in the world. The Peace Corps Information Collection & Exchange (ICE) was started in 1977 to share the results of our individual collective experiences.

ICE is developing a two-way information flow between Washington and the volunteers in the field. Last year ICE started collecting, reproducing and sharing this information with volunteers. How-to manuals, developed by volunteers, are now available on a wide variety of subjects. They are based on practical know-how and are designed to provide technical information in non-technical language.

The development, collection and distribution of these materials has been greatly speeded up. Nine handbooks and guides, based on the field work of Peace Corps volunteers and others, are being developed in such fields as grain storage, bee-keeping, community health education, wells construction, cooperative development and food preservation. These materials are distributed to hundreds of individuals and groups outside the Peace Corps. Inside the Peace Corps, this information exchange results in sharing vital resources among countries and in better integrated Peace Corps projects within countries.

Office of Programming and Training Coordination

In order to improve the quality of the volunteers and the programs, the Office of Programming and Training Coordination (OPTC) was started in 1978. It coordinates all aspects of Peace Corps training and programming in order to better focus on the Peace Corps commitment to the basic human needs of the world's poor. Previously these responsibilities were scattered throughout the agency.

OPTC now reviews and evaluates all Peace Corps programs throughout the world. It gives technical assistance to the Peace Corps overseas staff by providing materials and a staff of experts in such major areas as health, agriculture and fisheries. These experts assist in designing and developing programs tailored to the individual needs of countries. During 1978, specialists traveled to and worked directly with 26 countries in developing new projects.

OPTC also provides technical backup and information to regional training officers, reviews training plans and is responsible for the quality of Peace Corps training. It established guidelines to insure that the general training of volunteers is uniform in each of the three world regions.

Over the past two years, the Peace Corps has refocused both its direction and its resources.

New criteria are being applied to ensure that Peace Corps projects reach and involve the neediest people, rely on appropriate local technologies and have a lasting effect by increasing local self-reliance. By 1980, 80 per cent of the trainees will enter basic human needs projects which concentrate on helping the poorest people overseas meet their essential needs.

Training programs for Peace Corps volunteers were lengthened. Improved local language training is a high priority, as is instruction in the special role of women in local development. The principles and techniques of appropriate technology are being built into volunteer training in the critical areas of alternate energy resources, community primary health, water supply, fisheries, vegetable gardening and nutrition.

Women in Development (WID)

"Educate a woman and you educate a family"—an African proverb.

Women in the Third World play an essential development role. It is estimated that they are responsible for 40 to 80 per cent of all agricultural production, as well as the health, education and nutrition of their families.

To reflect its strong commitment to WID, the Peace Corps asked Congress to amend the Peace Corps Act to read:

"In recognition of the fact that women in developing countries play a significant role in economic production, family support and the overall development process, the Peace Corps shall be administered so as to give particular attention to those programs, projects, and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort."

The amendment was signed by President Carter on August 2, 1978.

WID programs in the Peace Corps take many different forms, such as wells projects that save women long daily walks for water, or farming cooperatives that help stabilize village economies.

In The Gambia, volunteer Christine Elias spent two years working to organize cooperatives of women rice farmers.

In Cameroon, the Central African Empire and Jamaica, volunteers are training women in fish farming and as fishery extension workers. In Kenya, volunteers are working on health education, stressing preventive health care and better maternal and child care. In Nicaragua, volunteers are training nurses, working in rural health clinics and making home visits. In Yemen, volunteers are educating women in basic nutrition, health and child care.

Peace Corps volunteers have formed WID groups in several Latin American countries. In El Salvador, volunteers organized women's booths at local fairs to dispense information about women's economic and health needs, and in Honduras, the volunteers' Women's Forum publishes a monthly newsletter and meets regularly to discuss WID projects.

Technical assistance teams visited Mali, Lesotho, Fiji, Cameroon, El Salvador and Nepal last year, and are working with Peace Corps staff in these countries to develop programs dealing with the problems of women in development.

The Peace Corps sponsored the first in a continuing series of WID conferences in Korea, Thailand, El Salvador, Honduras, Kenya and Lesotho, which were attended by women from the host countries, and Peace Corps volunteers and staff—both men and women. The purpose of the conference was to develop a better understanding of the needs of women and to determine how the Peace Corps could best meet these needs.

PEACE CORPS REGIONS

Overview

Although Peace Corps projects vary, depending on the needs of each country, their emphasis is on meeting the basic needs of the people in each country.

The 63 countries that Peace Corps volunteers served in are in three regions, Africa, Latin America and North Africa, Near East, Asia and the Pacific (NANEAP).

In order to better describe the volunteers' work, an overview of the regions has been included, followed by a thumbnail sketch of each country. In each region, the country that best illustrates the types of work being done was chosen for a more in-depth profile.

Thailand illustrates the new and developing role of women in agriculture. Cameroon's fish farming shows how volunteers are developing new food sources and Honduras gives a variety of project including health, agriculture and community development. These projects have been multiplied throughout the 63 countries in which Peace Corps volunteers are working.

AFRICA

The Africa region focused on developing basic human needs programs and improving volunteer training. Negotiations for the signing of a country agreement with Tanzania were initiated in FY 1978. Plans call for 56 volunteers to work in Tanzania on fisheries, reforestation and bee-keeping.

Since its earliest days, the Peace Corps has had a major commitment to education in Africa. It is now adapting its education programs to meet the basic human needs of host country people. In the future, the education emphasis will be on training in community development. The shift from teaching traditional classroom subjects enables the Peace Corps to develop more village level projects in health, agriculture and fisheries.

A regional Training Resource Office was opened in Dakar, Senegal to improve specialized consulting services to the Africa region to develop better training techniques.

In addition, the Africa region now reflects a greater commitment to minorities and women, both as volunteers and staff. There are nine minority country directors, six women and one couple serving as a husband and wife team.

Summary of Peace Corps Programs in Africa

Benin

Five volunteers worked on health education programs in primary schools and villages. Thirteen volunteers taught English as a foreign language (TEFL).

Botswana

One hundred and two volunteers were assigned to projects in agriculture, health and education.

Cameroon

One hundred and seven volunteers were assigned to health, fish culture, agricultural cooperatives, credit unions and education projects. They also worked on women in development programs in cooperation with other international development agencies.

Central African Empire

Sixty-two volunteers were assigned to projects in inland fisheries, rural health, small bore wells and education. All projects were geared to help equip Central Africans to be more self-sufficient.

Chad

Seventy-three volunteers were in food production, livestock, agriculture, education, reforestation, well construction, urban planning and women in development projects.

Gabon

Thirty-one volunteers worked on health education, reforestation, fish culture, rural dispensary construction and education.

The Gambia

Thirty-six volunteers worked on health, nutrition, forestry and community development.

Ghana

Of the 195 volunteers, 30 per cent worked on agriculture, community development in villages and with the World Bank on a dam. Secondary education programs were being phased out.

Ivory Coast

Of the sixty-two volunteers, about half worked on education projects. The balance were medical technicians, and agriculture and rural development specialists.

Kenya

Two hundred and seventeen volunteers worked in agriculture and health projects, aided special education programs for the mentally and physically handicapped, and taught in Kenya's Harambee (which means "Let's Pull Together") self-help schools.

One hundred and fifty-seven volunteers worked in rural areas on preventive health and children's health programs, in agriculture, fisheries, well digging, road construction, vocational education and literacy training.

Lesotho

One hundred thirty-five volunteers worked on food production, health and education projects.

Mali

Fifty-six volunteers worked mainly on fisheries projects, women in development programs, health, rural development and food production.

Mauritania

Ten volunteers were in health and education projects.

Niger

Ninety-three volunteers concentrated on agriculture, rural development, health and education.

Rwanda

Six volunteers worked on fisheries, health, home economics projects and with AID to build a grain storage unit.

Senegal

Ninety-three volunteers worked on nutrition at the village level, with AID on rural health and fisheries, and on an agricultural mechanics program which trains mechanics to repair peanut grinding machines contributed by the UN.

Seychelles

Four volunteers worked on agriculture and health projects.

Sierra Leone

One hundred and seventy volunteers worked on a variety of programs including agricultural extension. They worked with 1,500 small farmers growing vegetables and swamp rice—one of the most successful programs. Volunteers worked on small wells programs, fresh water fisheries, and with CARE, developing feeder roads to build new and improve old paved access roads in rural areas.

Swaziland

One hundred and six volunteers worked on rural land development, crop production, fisheries, reforestation and health.

Togo

Ninety-nine volunteers were in rural areas constructing schools, clinics and grain storage units. They also worked in agricultural education, well digging and in secondary education.

Upper Volta

Seventy-seven volunteers worked on self-help village projects including beekeeping, poultry raising and health.

Zaire

One hundred and eighty-nine volunteers were assigned to projects to increase Zaire's food production, agricultural extension, public health and paramedical education. Volunteers continued in education programs since Zaire has a critical shortage of math, science and technical teachers.

Cameroon

Portuguese sailors in the fifteenth century were the first Europeans to reach Cameroon. Because there were so many shrimp in the waters, they called it "camerões," the Portuguese word for shrimp.

Almost eight million people live in Cameroon, a country slightly larger than California. The per capita income is $273 and the life expectancy is 45 years. The majority of the people have no direct access to health services. Water and sanitation are inadequate in many rural areas.

Peace Corps volunteers first went to Cameroon in 1962 as secondary school teachers.

Over the years, education and agriculture have been the major areas of volunteer activity. The Peace Corps is now phasing out secondary classroom teaching in Cameroon to concentrate on basic human needs, defined as the minimum requirements for the physical survival of the people. They include preventive health care, sufficient and nutritious food, potable water and adequate housing.

The Peace Corps' basic human needs objectives are closely aligned with the Cameroonian government's Five Year Plan for 1976–80. Currently, the first government priority is agricultural production, followed by health and education. Agriculture—including forestry, animal husbandry and fishing—is the mainstay of the economy. It employs 80 per cent of the work force.

Volunteers have been working in the Peace Corps fisheries program since 1969, helping to establish fish farming as a means of livelihood and a protein source for the rural population. Fish are relatively easy to raise, inexpensive to feed, simple to harvest and safe to preserve.

Volunteers are specially trained in fish farming. They work directly with the people in rural areas as extension agents and as advisors with Cameroonian counterparts at government fish stations in all seven of the country's provinces.

Over 5,000 fish farmers have been trained, 3,000 new ponds have been constructed and 5,000 have been renovated. Fish production has been increased by 500 per cent over the last decade. Fish farming provides a source of family income and helps supplement a serious lack of protein in the Cameroonian diet.

As a result of the Peace Corps fisheries program, the government of Cameroon has established one of the most effective fish culture extension systems in Africa. It is working on the grassroots level to help farmers improve fish culture techniques. The government has also named a Director of National Fish Culture and set up a training course for fish extension workers. Peace Corps volunteers helped design the curriculum and are instructors.

Volunteers are working with agriculture cooperatives and credit unions to increase food production and to expand participation in cooperatives and credit unions.

The Peace Corps agricultural cooperative-credit union program, supervised by the Office of Cooperation and Mutuality in the Ministry of Agriculture, works with small farmers and fishery operators. It helps them to save earnings, to obtain small home improvement loans, to market their crops more effectively and to buy supplies and materials at advantageous prices.

Volunteers in rural health education are working in projects primarily financed by AID with assistance from UNICEF. Volunteers and Ministry of Health personnel work together at the village level on public hygiene, sanitation and nutrition education, and on the improvement of potable water sources and maternal-child health.

LATIN AMERICA

For the past five years, the Peace Corps in Latin America has been shifting its programs to better meet the basic human needs of each country. Last year, of the 1,909 volunteers working in 21 countries including the Eastern Caribbean, 85 per cent were assigned to basic human needs projects.

During 1978, the Latin America division concentrated on refining training and support systems to enable volunteers to work more effectively on their projects.

The major Latin American programs were in food production, health, nutrition and special education. Almost half of the volunteers were assigned to food production. They worked with small farmers raising corn, beans, rice, chickens and rabbits. They also helped individuals and families develop school and home gardens.

Fish production was a priority project. Volunteers in Central America raised fresh water fish in ponds, and lakes, and in the Dominican Republic and South America they helped fishermen improve methods of catching and marketing salt water fish and shellfish.

They worked with agricultural cooperatives and credit unions on both the production and marketing of food.

One third of the volunteers worked in rural health education projects, nursing, environmental sanitation, latrine construction, and building potable water systems, wells and aqueducts.

They trained paramedics, practical nurses and midwives, and taught nutrition to village mothers' clubs and school children.

Twenty per cent of the volunteers in Latin America raised and distributed seedlings for reforestation projects, worked on projects to conserve natural resources and worked with soil erosion projects.

A small number were involved in special education—training teachers to work with the mentally retarded, blind and deaf, and teaching vocational education to retarded children.

Summary of Peace Corps Programs in Latin America

Belize

Fifty-four volunteers are working on public works, technical assistance, in rural health care, agriculture, fisheries, vocational and technical education, and agricultural cooperatives.

Brazil

One hundred and forty-four volunteers were assigned to education projects including vocational and technical education, cooperatives, energy and conservation, nutrition and health.

Chile

One hundred and eight volunteers worked on projects in health and nutrition, forestry, land and wildlife management, agriculture (including school and family gardens), fisheries, small business development, and special education in agriculture, forestry and wildlife.

Colombia

Two hundred and twenty-five volunteers were with projects in special education, small business, agriculture and fisheries. Almost half worked in nutrition health and sanitation.

Costa Rica

Of the 138 volunteers, over half were assigned to projects in health and nutrition. The others worked in agriculture, cooperatives, education, conservation of natural resources and recreation for young people.

Dominican Republic

Ninety-four volunteers worked on health, nutrition, education and vocational education, business, cooperatives fisheries, agriculture and conservation.

Eastern Caribbean

One hundred and six- volunteers were assigned to agriculture, cooperatives, business development, specialized education, health and nutrition and park management.

Ecuador

One hundred and ninety volunteers concentrated their efforts on agriculture, fisheries, vocational and special education, small business, health and community development.

El Salvador

One hundred and forty-three volunteers worked on health and nutrition, education and special education, agriculture and fisheries, business and cooperatives.

Guatemala

One hundred and fifty-five volunteers were assigned to projects in health, nutrition, agriculture, fisheries, cooperatives, conservation, and in special education, teaching rehabilitation skills to retarded children.

Honduras

One hundred and seventy-nine volunteers worked on agriculture, fisheries, conservation, youth and community development, health, nutrition and education.

Jamaica

One hundred and six volunteers worked in forestry, rural development and in health education.

Nicaragua

Ninety volunteers were assigned to projects in agriculture, fisheries, community development, education, vocational education and conservation.

Paraguay

One hundred and seventeen volunteers worked on projects in forestry, national parks, agricultural co-ops, health, sanitation, small business, vocational education, agriculture, nursing and social work.

Honduras

Honduras is the least populated, least developed nation in Latin America. It has a population of 2.8 million and is about the size of Ohio. With a per capita income of $390 a year, it is the third poorest country in Latin America.

Agriculture and forestry are the mainstays of the economy, providing 60 per cent of all jobs and two-thirds of the nation's exports.

Last year, 153 volunteers worked in Honduras on a variety of education, health, urban development and public works programs.

Although Honduras has abundant natural resources including timber and unexploited agricultural lands, development has been slowed by a shortage of trained professionals.

Too few teachers exist to help reduce the illiteracy rate, currently estimated at slightly over 50 per cent. Only 14 per cent of Honduran children finish primary school. Medical services are concentrated in urban areas. Malnutrition affects 70 per cent of the children, and the infant mortality rate is a high 12 per 100 live births. Preventable diseases are a leading cause of death.

The housing deficit has been estimated at 300,000 units. Only a third of the people have access to potable water; 85 per cent have no safe sewage disposal. Electric power is in short supply, particularly in the dry season; the road system is the poorest in Central America, and the railroads need a major overhauling.

Since 1962, more than 1,500 Peace Corps volunteers have served in Honduras in a variety of programs to help meet these needs. Their activities include:

Education—Volunteers aid the Education Reform program by developing new curricula and training teachers.

Others teach vocational skills and serve in special education schools, such as the School for the Blind.

Agriculture —Volunteers provide extension services to rural areas. Some teach campesinos the techniques needed to increase agricultural production. Forestry volunteers are working in environmental studies, watershed management and pollution control.

Community Development —Volunteers serve as urban planners, architects, engineers and economic advisors, and work in such projects as road and school construction, surveying and development of water systems.

Social Development—Volunteers teach arts and crafts, sports and recreation, and work with charitable and civic organizations helping orphans and youth groups.

Health —The health picture in Honduras is one of extremely high rates of disease and death, compounded by widespread and severe malnutrition. The life expectancy was estimated in 1974 to be 52.7 years in contrast to the Latin American average of 60 years.

The Honduran National Development Plan's major priorities are the expansion of health services systems and teaching preventive health care in rural areas. Health care is severely limited because of lack of adequately trained health personnel on all levels and the scarcity of medical facilities.

Volunteers trained technicians and auxiliary nurses, held health and hygiene classes for community leaders and worked on public health education and nutrition with women on the village level. For example, they showed the women how adding sorghum to tortillas makes them more nutritious and taught such fundamental precautions as boiling water.

It's a long, slow process. One volunteer saw her main goal as, "working with the children's mothers, teaching them the theory and practice of basic nutrition. Most of them don't know how to provide their kids with a balanced diet. They don't seem to realize the relationship between sanitation and good health.

"Although my program has accomplished much by way of getting meals to kids, it still needs to do a lot to improve the parents' practices. Perhaps in five years, one or two mothers will be regularly boiling their drinking water and including vegetables in their family diet. Perhaps by the time *their* children are adults, these new adults will be practicing good sanitation and nutritional practices.

"It's a change that will require years. I won't be around to see any of it—I can only hope to start part of it."

NORTH AFRICA, NEAR EAST, ASIA AND THE PACIFIC (NANEAP)

The North Africa, Near East, Asia and the Pacific area consists of the Pacific islands of Tonga, Fiji, Western Samoa, the Solomons and Micronesia as well as the countries of Malaysia, Thailand, the Philippines, Korea, Nepal, Afghanistan, Morocco, Tunisia, Oman, Yemen and Bahrain.

Half of the country directors in this region are women. Three of the four couples appointed as co-country directors are in the region. Two of the couples are former volunteers in the Philippines and one of them was in the first group of volunteers in 1962.

Last year the region's goal was to develop projects to meet the basic human needs of the people. As a result, many traditional teaching programs were in transition. Now, over half of the projects reflect basic human needs.

In the South Pacific, the trend was away from classroom teaching toward vocational education. In the Solomons, volunteers taught in new two-year secondary school programs geared to instruct students in the basic skills needed to live in modern villages. Class time was spent on practical projects such as building simple furniture, taking care of tools, mechanics, and raising and preparing food.

The Peace Corps programs in the Philippines are some of the best examples of basic human needs projects in the area. Volunteers were assigned to rural areas and worked on nutrition, health, fisheries and raising small livestock.

In Nepal, volunteers worked in rural areas on fisheries projects and home economics and taught in secondary schools, side by side with Nepalese volunteers.

Malaysia and Thailand were in transition from teaching English and working in highly skilled areas, such as engineering, to rural programs in nutrition and health. In a new Thailand project, volunteers taught English the first year and the second year worked in food production, raising vegetables and small livestock.

Some of the countries in the region, such as Korea and Bahrain, have developed to the point where Peace Corps skills are no longer vital. To better serve the region, Peace Corps is phasing out of Bahrain and reducing the number of volunteers in Korea. An agreement was signed for Peace Corps volunteers to begin projects in Bangladesh in 1979.

Summary of Peace Corps Programs in North Africa, Near East, Asia and the Pacific

Afghanistan

Seventy-one volunteers worked on health and education projects.

Bahrain

Last year the number of volunteers dropped from 30 to three. The remaining volunteers are teaching. The Peace Corps is gradually phasing out of Bahrain since the country has developed beyond the stage where it needs Peace Corps volunteers.

Fiji

One hundred and sixty-five volunteers worked in rural community development, agriculture, education and health.

Korea

One hundred and eighty-eight volunteers worked on disease control and eradication, and in education. The number of volunteers in Korea is being gradually reduced as the need for Peace Corps assistance is lessened.

Malaysia

There were two hundred and fourteen volunteers in Malaysia. They were phasing out of teaching and into health, TB control, malaria prevention, nutrition, agricultural, forestry, wildlife preserves, fisheries and rural cooperatives.

Micronesia

One hundred and forty-six volunteers were assigned to a wide range of projects including health, nutrition and food production.

Morocco

One hundred and forty-seven volunteers were with projects in health, agriculture, nutrition, and rural sanitation. The education projects are being reduced as basic human needs projects are increased.

Nepal

One hundred and thirty-four volunteers worked with Nepalese counterparts as well as in cooperation with the World Bank, AID, UNESCO and UNICEF on nutrition, water systems, fisheries and rural extension programs.

Oman

Twenty-seven volunteers were assigned to fisheries, health, school gardens and education projects.

Philippines

Three hundred and seventy-four volunteers worked predominantly in rural areas on food production, fisheries, health and nutrition. Eighty-five per cent of the projects are in the countryside.

Thailand

One hundred and fifty volunteers were assigned to projects in agriculture, fisheries, livestock, education and health.

Tonga

Eighty-one volunteers worked on village water supply, agriculture, nutrition, health, education, village development and rural cooperatives.

Tunisia

Seventy volunteers were assigned to projects in solar heating, potable wells, nursing, health education, child care, and adult and vocational education. Many projects were in cooperation with AID.

Western Samoa

One hundred and thirteen volunteers worked in poultry breeding and other agricultural projects, in medical and conservation programs, and in special education and teacher training.

Yemen

Fifty-four volunteers worked in rural areas. They worked mainly on health programs and in water projects using a team approach with AID.

Thailand

The name Thailand means "land of the free." The Thai people take great pride in the fact that they were never colonized by foreign powers. Although there is poverty in Thailand, most of the people are adequately fed and clothed. An old Thai proverb says, "In the water there is fish, in the fields there is rice."

The first Peace Corps volunteers arrived in Thailand in 1962. Since then over 2,000 volunteers have served in Thailand at the request of the Thai government. The volunteers report to Thai supervisors and work to achieve the goals of the Thai agency with which they are assigned to work. Thailand's five-year National Economic and Social Development Plan is the basis for all Peace Corps projects.

Last year 150 volunteers worked in Thailand on three major programs: one third worked in agriculture and rural development, one half were in education and the balance in health.

Over the years the Peace Corps has been heavily involved in Teaching English as a Foreign Language (TEFL). This emphasis is now changing to meet the basic human needs of the Thai people. The Thai government is beginning to emphasize the expansion of agriculture and rural development projects to raise the rural standard of living.

After 14 years of working with the Thais at all social levels, Peace Corps volunteers are recognized for the vital role they play in development assistance. Last year the Peace Corps began working closely with AID to develop a project which could use an innovative "bottom - up" approach to development.

This is one of the several cooperative efforts the Peace Corps is making.

What the Peace Corps does best is provide highly-motivated and well trained generalists to work at the village level. Combining Peace Corps volunteers' work with that of other development agencies is an important new step for the Peace Corps.

Programs are planned for 1979 with AID, the World Bank and the World Health Organization in agriculture and health.

The Peace Corps also uses contributions from the Thai government as seed money to fund small projects initiated by the volunteers and their Thai co-workers. A good example is Susan Steinberg's project. Steinberg is an agricultural extension volunteer in northeastern Thai-

land. She is working on a nursery project, growing rice and vegetables. In describing her experiences, she said:

"Talking about women in non-traditional jobs only has relevance if you are discussing it from a western viewpoint. From the very beginning in Bangkok when my boss, Khun Phisit, escorted me to my site, I felt I was being judged—not as a woman or man—but as a farang (foreignor), something from the movies or something many people heard about—especially at my site, Suwannaphum, where few people had ever actually made the acquaintance of a farang. Anything unusual or strange I did was automatically attributed to the fact I was a farang. Thais readily forgive farang.

"As for the rest of the men at the center, the laborers and extension workers, there was a period of awkwardness the first several weeks because Khun Phisit had emphasized strongly that I was like his 'little sister.' Mutual shyness soon wore off and I quickly found that there was a thin line between being friendly (western style) and giving orders while sitting in the shade (Thai style), that had to be walked if I was to get anything done. I sometimes miss that line which causes some friction and frustration. The men usually shake their heads and say, 'Sao' (women), but they are all smiles the next day.

"Working with the farmers (seasonal laborers) is especially easy. In their eyes there is a difference between men and women but it has nothing to do with work. When it's time to plant rice it takes every man and woman out in the fields to get it done. In their eyes the way you work and what you know come first.

"When I tell upcountry people what I'm doing they usually just smile at me and say 'Geng' (good for you)."

The Peace Corps has helped to start a "Buffalo Bank" to supply Thai farmers with their most important work animal. The project is funded by the Thai government and is run jointly with the Department of Accelerated Rural Development.

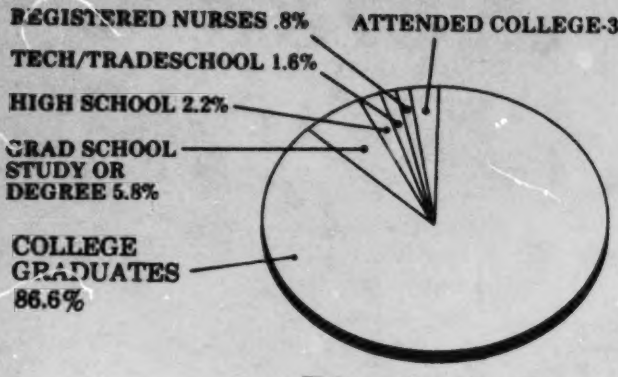
Water buffalo are essential to Thai farm production. They are used to plow rice paddies and pull the farmers' carts.

The Buffalo Bank is located in the village of Chaiyaphum in northeast Thailand. Buffalo are loaned to neighboring farmers who breed them and use them for field work. The farmers repay the loan by returning two one-year-old female buffalo to the bank.

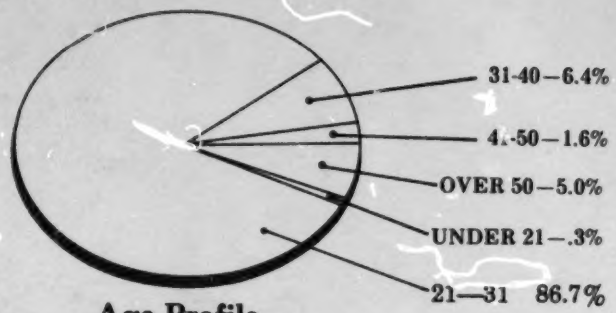
Peace Corps volunteer Daniel Moudree, an agricultural extension agent, is assigned to the project. The bank started with one male and two female buffalo who soon gave birth to two calves. Moudree predicts that next year the bank will have a herd of eight buffalo to loan.

Moudree reports, "The project is small and slow but it is a beginning. We have reached a few more grateful, needy families. The chosen villages are quite new and only recently have roads replaced paths and medical care become available. Extension agents and farmers are strengthening their relationships working together, learning, growing and improving. Good things improve with age."

6,017 Peace Corps Volunteers

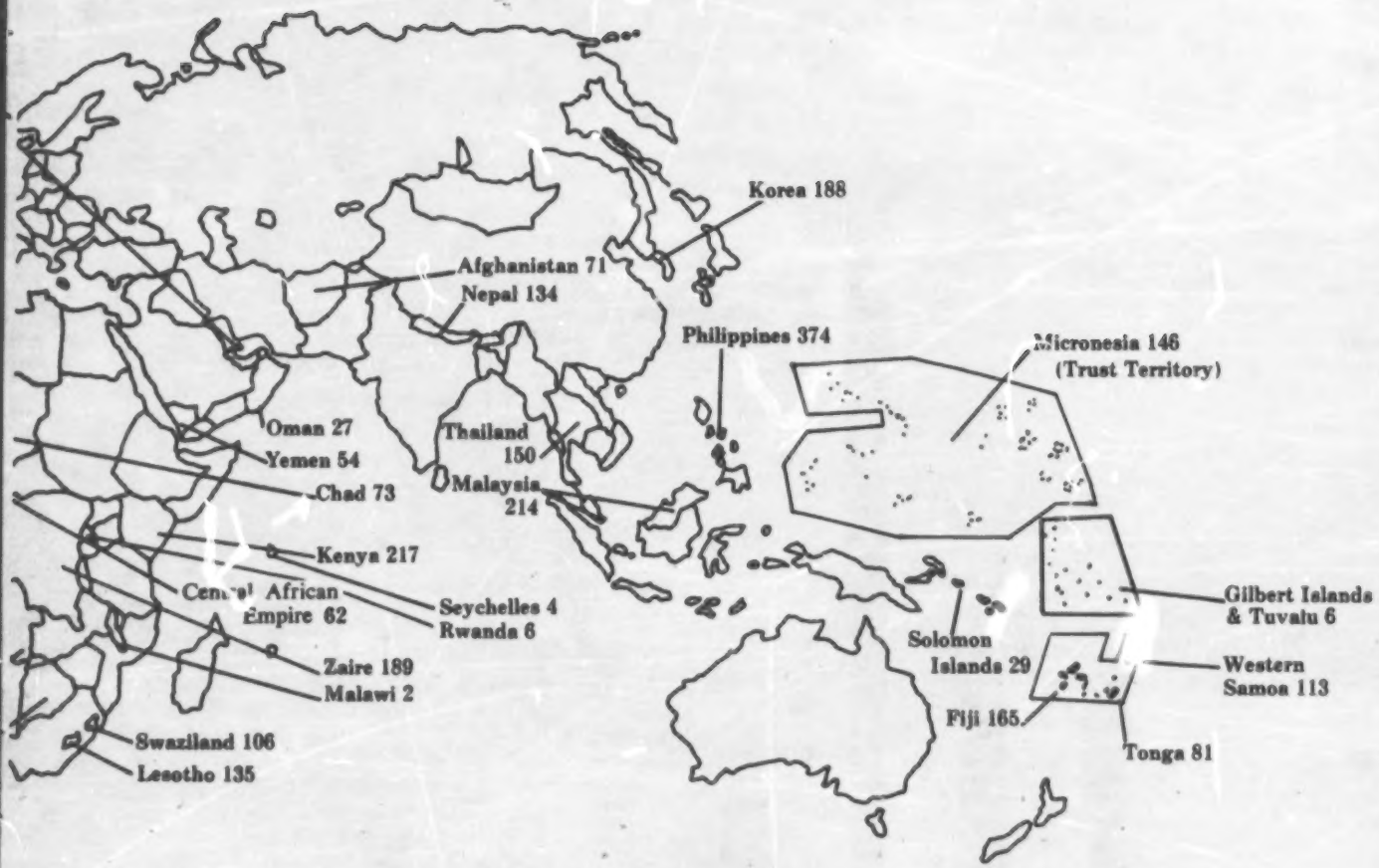


Education Profile



Age Profile

Peace Corps Around The World
(IN VOLUNTEER SERVICE YEARS)


Korea 188
Afghanistan 71
Nepal 134
Philippines 374
Micronesia 146
(Trust Territory)
Oman 27
Yemen 54
Chad 73
Thailand
150
Malaysia
214
Kenya 217
Central African
Empire 62
Seychelles 4
Rwanda 6
Zaire 189
Malawi 2
Swaziland 106
Lesotho 135
Solomon
Islands 29
Fiji 165
Gilbert Islands
& Tuvalu 6
Western
Samoa 113
Tonga 81

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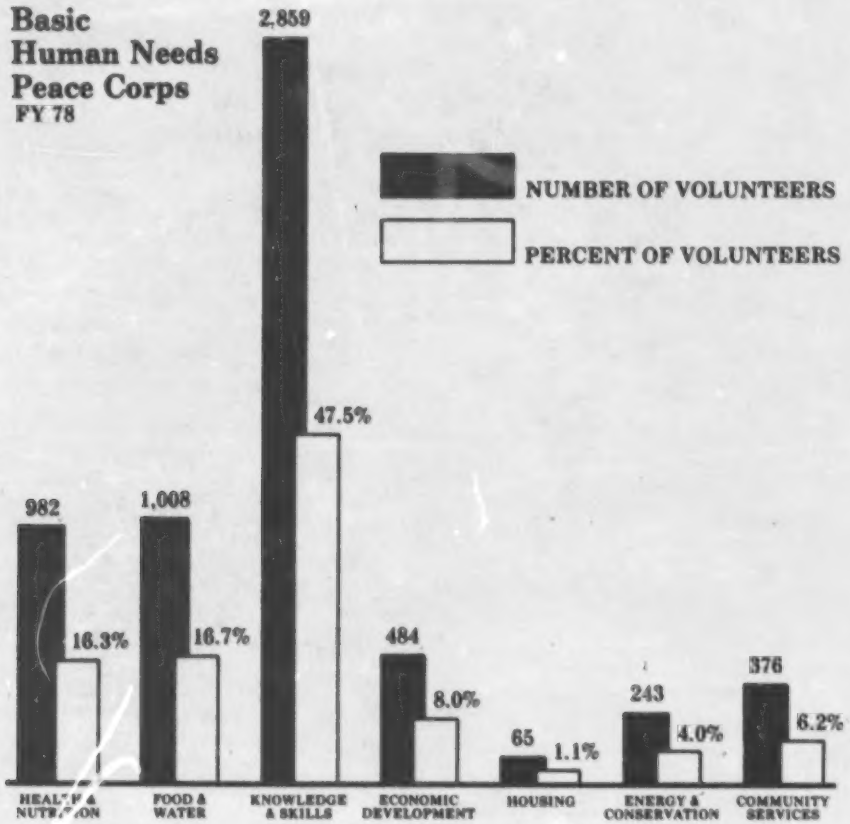
"Well, it's been rough; all 2½ years have been difficult. There was never a time when I felt as if I was coasting or really striding along. It's been jerky, up and down, fast and slow, fun and sad, and a thousand other pairs of adjectives.

"It's been a real struggle, and there were times when I thought I would have to give it all up. New courses to teach every term, new and different personal problems, changes in living conditions, sicknesses, fighting with the language and the culture. But when you put this all together and mix it up and then look at it, the whole thing comes out positive!

"I would certainly do this again and certainly recommend it to other people. I'm going to miss it too. You struggle every day with the language, your job, the culture; it becomes the supreme challenge that calls upon every bit of your energy, every one of your skills, and tests every facet of your character.

"Living in Thailand isn't a pass or fail sort of thing; it's just one long continuum of mastery. One starts out knowing almost nothing and then ends up knowing so much. And now that I'm about ready to leave, I'm going to have to look hard to find something to fill it."

Peace Corps Volunteer
Thailand



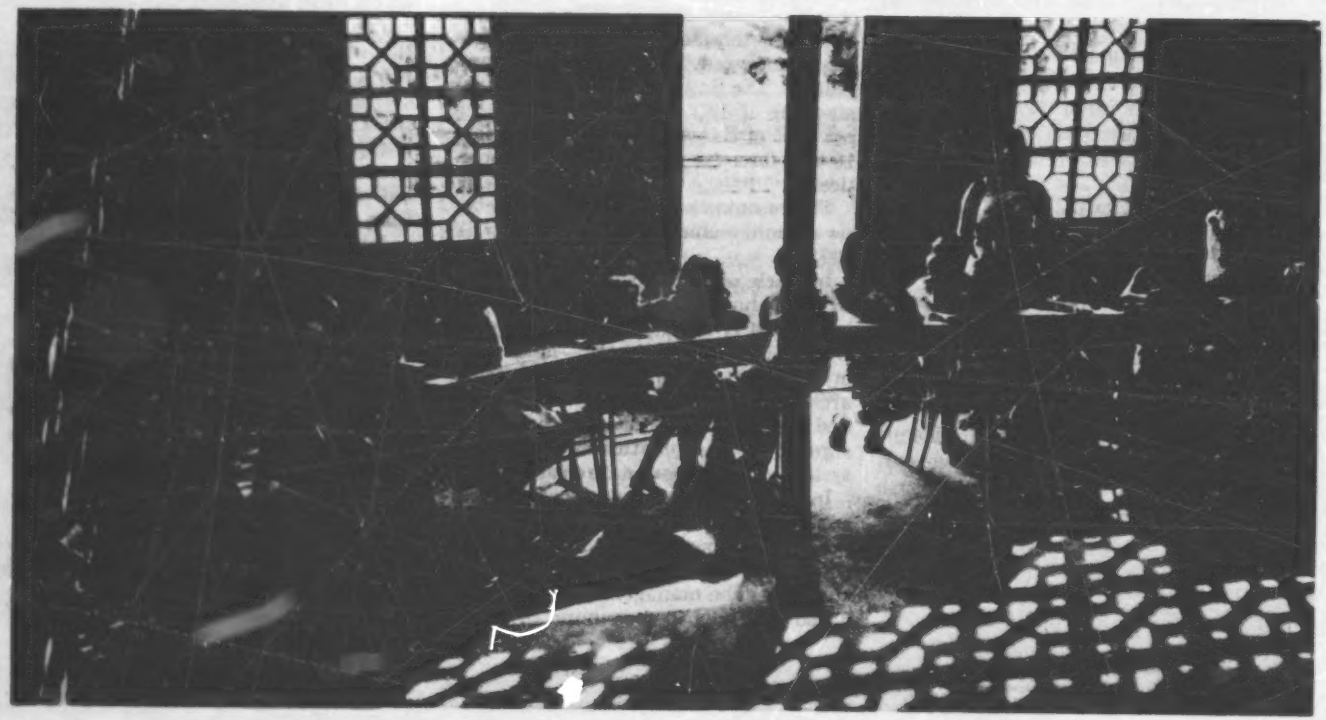
Peace Corps Budget FY 1978

PROGRAM SUPPORT
$34,489,000

VOLUNTEER COSTS
$42,030,000

TRAINING
$9,626,000

TOTAL $86,145,000



Filling Vacant Posts Abroad

In January 1977, 25 per cent of all Peace Corps staff positions in host countries were vacant. By the end of 1978, the vacancy rate dropped to 8 per cent. Vacancies in country directorships were cut from 23 per cent to less than 2 per cent.

The time for processing applicants to fill overseas jobs was dropped from 302 days to 90 days or less by August 1978. The chronic problem of vacant Peace Corps overseas staff positions that had been caused by bureaucratic delay has been solved.

Former Volunteer Files

In 1978, an automated file was, for the first time, set up to keep track of the 70,000 returned and former Peace Corps volunteers as well as former VISTA volunteers. By the end of that year, some 30,000 former volunteers were on file. The automated file enables ACTION to recruit former volunteers according to skills, geographic location, country or state of service. They are called on to work on special projects in their areas, or to assist after natural disasters when specially trained and experienced people are needed quickly.

Increase In Employee Satisfaction

In February 1977, the agency had before it 33 employee grievances under the Employee Grievance Procedure. These are considered evidence of employee dissatisfaction. Today there are two.

Workplace Democracy

One of ACTION's unique qualities is that many employees are former Peace Corps or VISTA volunteers. They bring to the agency their special dedication and enthusiasm for voluntarism as well as practical experience in assisting people to define and obtain their most basic needs.

In 1978, ACTION started the Participatory Work Improvement Program (PWIP) to improve the quality of life of ACTION employees and thus improve the level of support for ACTION's programs and volunteers.

The underlying philosophy in PWIP is to have employees take more responsibility in deciding the hours and content of their work. There has been a promising beginning. Since the program started ACTION has:

—entered into an agreement with the ACTION employee's union that insures an exchange of ideas between management and employees.

—introduced Flexitime on a trial basis.

—developed a model for agency offices to use in planning work changes based on experimental work improvement principles which were tried in the Region IX (San Francisco) office.

Among the procedures begun in FY'1978 in San Francisco were: group consensus in meetings rather than by lines of authority; directorship of meetings rotates and is done by volunteering; agenda are developed from a suggestion box.

Through this process, the staff support people take more personal responsibility for doing work rather than being assigned duties. The staff is working on revising the personnel evaluation forms that measure the quality of employees' work. Many small problems have been brought out and acted on.

OFFICE OF COMPLIANCE

ACTION'S Inspector General and Equal Employment Opportunity functions were merged into the newly created Office of Compliance (O/C) in FY 1978. The combining of Inspector General and Equal Employment Opportunity functions was a management decision made to conserve resources and avoid duplication of effort by combining in one division the audit, investigation and compliance review functions of the agency.

In the field, audits are continuous. Each project is audited every 24 to 30 months. In FY 1978, 25 Peace Corps posts, six Peace Corps training contracts and one special Peace Corps imprest fund were audited. Three domestic regional offices, 13 domestic grant projects, one domestic district office, one state office, a VISTA National Grant and the fiscal records of the ORC Service Center in Atlanta were audited. No audits of headquarters were done in FY 1978.

In addition, the Office of Inspector General (IG) did inspections and investigations of sensitive positions of personnel management and cases of potential fraud, waste or abuse. As a result, several collection efforts were initiated by the agency.

In FY 1978, the investigation section of O/C also planned its own review of GSA procurement procedures as they affect ACTION in light of the governmentwide GSA review. It also began an assessment of agency vulnerability to fraud, waste and abuse. Recommendations for improving procedrues will be made.

During FY 1978, the Office of Compliance strengthened its systems for protecting employees and potential employees against discrimination on the basis of age, sex, religion, national origin, political beliefs, handicap or marital status. These factors are covered by EEO laws or regulations. The quality and timeliness of discrimination complaint processing was improved. In FY 1977, complaint processing averaged 423 days; this dropped to 277 days in FY 1978. ACTION managers and supervisors were given additional training so that they could better understand their responsibilities as equal opportunity administrators. Plans were made for all ACTION Equal Opportunity Counselors to have four-day training sessions given by the Civil Service Commission, ACTION Personnel Office, and Labor Relations Specialists.

In support of Title VI of the Civil Rights Act of 1964, as amended, which governs nondiscrimination and the distribution of ACTION's resources and service, ACTION in 1978 required a nondiscriminatory affidavit to be added to all of its publications. Guidelines for future support of Title VI were also written in 1978.

In 1978, ACTION used section 8(a) of the Small Business Act more frequently than in the past. This section was designed to help eligible small, new or minority-owned business by awarding noncompetitive contracts. ACTION's 1978 goal for 8(a) was $500,000. Fifteen 8(a) contracts were awarded, totaling $470,246, which was a 36% increase over FY 1977.

GENERAL COUNSEL

The Office of General Counsel provides necessary legal advice and support to personnel and volunteers with respect to activities and functions for which the agency is responsible.

General Counsel drafted a stronger intelligence policy prohibiting the hiring of persons with intelligence backgrounds. A formal appeal structure also was developed to protect ACTION employees from arbitrary personnel actions.

The new VISTA National Grant competitive procedures were drafted in 1978. They require open competition for the nationwide VISTA grants. General Counsel also drafted ACTION's new conflict of interest regulations.

New Conflict of Interest Rules

ACTION's new conflict of interest rules are among the most stringent in the federal government. These rules eliminate conflicts of interest as well as the appearance of conflict or the potential for conflict of interest between ACTION employees, and ACTION grantees and contractors. To eliminate the appearance of conflict of interest, time restrictions specified when ACTION grant or contract managers could later work with or for the persons or group with which the agency had agreements.

A conflict of interest committee was set up to identify actual or potential conflicts of interest before contracts and grants were awarded.

Seven voting senior staff members and one-non-voting representative from the Director's Office review all conflict of interest questions. The list of ACTION employees required to file employment and financial interest statements was expanded to include a broader range of persons who could be involved in conflict of interest situations. This narrows even further the chance that a conflict of interest could arise in awarding an agency contract or grant.

LEGISLATIVE AND GOVERNMENTAL AFFAIRS

As ACTION's principal liaison with Congress, the Office of Legislative and Governmental Affairs (LGA) develops legislative policy and coordinates and directs all official agency contacts with the Congress. It serves as the chief advisor to ACTION's Director and program and support offices on the development of legislative issues and activities and presentation of agency programs to Congress.

By working closely with members of Congress, committees and congressional staffs, LGA develops the agency's domestic and Peace Corps legislative activities on a daily basis, including the authorization and appropriation for both domestic and international operations. It assists in developing long-range legislative policies and strategies while working closely with the White House and other executive agencies.

LGA coordinates all replies to Congressional correspondence and inquiries, and serves as a focal point for legislative resource information and constituent casework, briefing material and testimony preparation.

LGA is ACTION's key representative and contacts with state and local governmental officials, including governors, mayors, organizations and associations. In 1977, the agency established an Intergovernmental Relations Officer within LGA to maintain contact with local elected officials and organizations. The Intergovernmental Relations Officer develops a working relationship with state and local officials, citizens and community groups to encourage their involvement in ACTION's planning and program development.

THE OFFICE OF POLICY AND PLANNING

The Office of Policy and Planning oversees Program Evaluations, Program Development, Budget and Planning.

In addition to evaluating existing projects, 53 ACTION demonstration projects were started to test creative approaches to solving poverty problems by encouraging persons from all income and age groups to do volunteer work.

Program Evaluations

In 1978 the Evaluation Division evaluated VISTA, the Retired Senior Volunteer Program, University Year for ACTION, and the Senior Companion Program. It also conducted a Peace Corps Volunteer Activity Survey and for the first time evaluated American and host country Peace Corps overseas staff.

Five special Peace Corps studies and 15 Peace Corps country evaluations, done in 1977, were analyzed and summarized. They were: how to assess Peace Corps programs in health and agriculture, the impact of returned Peace Corps and VISTA volunteers on American society; a study of the Peace Corps/Kenya Harambee School projects; "A Survey of Peace Corps Volunteers" and a Summary of 1976 Peace Corps Evaluations.

This information was used to determine which programs to continue, duplicate or drop.

Policy Development

The purpose of the Policy Development Division is to examine and test new delivery systems which use volunteers to assist and supplement community efforts in solving the problems of poverty. In order to do this a series of demonstration projects were initiated.

These projects included deinstitutionalization, community crime control, problems of the elderly, problems of family violence and displaced spouses, fixed income counseling and energy conservation. A component of some projects tested the contribution of short-term volunteers to complement local efforts to solve poverty problems.

Demonstration projects were started in response to newly defined problems and from a need for better programs in on-going projects.

A major purpose of these new projects is to fulfill ACTION's goal to make the most efficient use of volunteers and to provide support to locally initiated innovative projects.

Demonstration programs, developed to run from one to three years, are evaluated for the best use of volunteers and available resources to meet local problems. These programs, when tested, are used to innovate within ACTION's existing programs, or they can be used in other federal or private volunteer programs.

Planning

The Planning Division is responsible for the design and management of ACTION's planning systems, including the planning portion of Zero Based Budgeting System (ZBB) and the Current Year Operating Plan System (CYOPS). ZBB is the process by which three year plans for agency programs and operations are developed and submitted to the Office of Management and Budget, while CYOPS is the plan for carrying out congressionally approved plans and budgets for the current year.

In Fiscal Year 1978, the ZBB process was carried out for the second year since its introduction by the Carter Administration. The Planning Division managed the planning portion of this process and also supported the plan submission through the development of papers providing the health planning rationale for the Senior Companion Program. During the year, Planning played a leading role in the formulation of ACTION's part of the President's Urban Policy and in providing justifications for the new set of programs to the Congress. Planning also conducted studies of deinstitutionalization and provided management for the Zero Based Paperwork Project and, in cooperation with the Office of Administration and Finance, the development of the Director's Management Information System.

Budget

The Budget process includes formulation, presentation, justification and execution of the agency's budget. During 1978, formulation of the budget estimates was based on the ACTION Zero Based Budgeting System (ZBB) by which agency issues were formulated into ranked packages for which funding requests were developed. This process integrated the budgeting process more cohesively with program decisions. In addition to issuing operating budgets, the Budget Division manages the quarterly review process.

OFFICE OF RECRUITMENT AND COMMUNICATIONS (ORC)

In 1978, the Office of Recruitment and Communications (ORC) identified three critical goals related to the management and direction of ACTION and to the revitalization of its programs by:

——Focusing public attention on volunteer service as a means of helping the poor to meet their most basic needs and develop self-reliance in their communities; stressing problems and needs of the poor served by our programs; and improving the understanding of what ACTION's programs are and what they do. This contrasts with the previous emphasis on volunteer service in and of itself, volunteers who were highly skilled specialists, and publicizing ACTION rather than individual programs such as;

—Recruitment of Peace Corps and VISTA volunteers who have greater commitment and flexibility to accept the challenge and hardships of volunteer service in villages, slums, barrios and ghettos—rather than the previous emphasis on volunteer service as an attractive and comfortable step in career development.

——Expanding the opportunities for volunteer service in Peace Corps and VISTA to include a broader range of Americans, reflecting the diversity of the American people—rather than restricting the opportunities for volunteer service to skilled technicians. This excluded the elderly, handicapped, disadvantaged and minority Americans from full participation.

Each of these goals relates to problems that require long-range resolutions. The Office of Recruitment and Communications in 1978 set communications strategies for long-term as well as immediate impact on the public's awareness of ACTION programs. In keeping with these goals:

—Full-scale public service advertising campaigns for both Peace Corps and VISTA were designed and implemented, with assistance from the Advertising Council, for distribution to all major media markets in the nation.

—The first national Peace Corps/VISTA Month—an intensive month-long public awareness campaign for the programs—was initiated in March, 1978. It was successful and will be repeated annually; it will be replicated for the Older American Volunteer Programs.

—A new Peace Corps film, titled, "The Toughest Job You'll Ever Love," was produced.

—A new publication, *Prime Times*, a bimonthly technical assistance tabloid, was started with a circulation of over 250,000 for the Older American Volunteer Programs.

—A new bi-weekly in-house newsletter was sent to staff here and abroad to keep them informed of ACTION developments.

—Radio and television spots were produced for the Older American Volunteer Programs and a film was produced for the Senior Companion Program.

Some immediate effects of these and other efforts were:

—ORC met the Peace Corps recruitment goal, the best recruitment record in seven years.

—A new recruitment system was designed for VISTA.

—Peace Corps country directors reported greater flexibility and commitment in volunteer trainees arriving in the second half of the year.

—News and photo coverage of VISTA, Peace Corps and Older American Programs increased by 20 per cent over the previous year.
—Public response to advertising, direct mail and tear-off card posters increased by 23 per cent over 1977, from 83,269 responses to 103,720.

The Office of Recruitment and Communications took the lead in the agencywide Minority Participation Committee established by the Director in May, 1978. That committee focused on the broader issue of minority participation in all aspects of the agency and its programs, and began a comprehensive report to be delivered to the Director early in FY 1979.

During FY 1978, Recruitment and Communications reallocated resources and adjusted recruitments strategies to target on potential minority candidates for Peace Corps and VISTA. All publications and materials, especially visual materials, were reviewed to insure that they represented a diverse volunteer population. Minority representation among the agency's recruiters was raised from 11 to 20 per cent and the percentages of minority strategy recruitment contracts went from 14 per cent to 23 per cent.

Among the trainees entering Peace Corps in the summer of 1978, there were 50 per cent more minorities than previously. Additionally, the Office of Recruitment and Communications implemented an automated system of recruitment information which replaced seven manual systems separately maintained in the regions and in headquarters. This saved 11 work-years and $154,000 a year and produced analytical reports not available before. In coordination with the program offices, Communications provided editorial and technical assistance for the program publications *Prime Times, Peace Corps Times, VISTA Currents,* and for *Reconnection,* the publication linking the agency with former volunteers.

OFFICE OF VOLUNTARY CITIZEN PARTICIPATION

The voluntary participation of people working together to solve problems that affect their lives is an extremely powerful force. It has played a critical role in this country and is beginning to be recognized as an important element in the development of many Third World countries.

There are now more than six million volunteer organizations in the United States and over 500 major domestic volunteer organizations in the Third World. In this country alone, one in four Americans over the age of 13 devote time to their community as a volunteer.

The work these volunteers do will affect them the rest of their lives. This fact was well recognized when Peace Corps was started. The three goals cited in the Peace Corps Act that Congress passed in 1961 have not been altered. They are (1) to help other nations meet their need for trained manpower; (2) to help promote better understanding of Americans abroad and (3) to promote better understanding of other people on the part of Americans.

These goals recognized that returned volunteers were an important resource to the United States and that their personal experiences would contribute a perspective both to the Third World and our own society.

When ACTION was started, its legislation gave the agency the authority to support private, non-federal volunteer activities in the United States. It was recognized that ACTION could play an important role not only in providing technical assistance and program support, but also as an advocate for voluntarism with other departments of the federal government. There are three broad purposes in ACTION's legislation. These authorized the agency to focus part of its activities beyond the direct administration of its own volunteer programs. They are:

——Goal three of the Peace Corps Act as it relates to the importance of the volunteer experience;
——Title III of the Peace Corps Act which encourages the development of voluntary service programs in developing countries—especially those established and operated by Third World countries themselves;
——Title I, Part C of the Domestic Volunteer Service Act, which encourages and enables people from all walks of life to perform meaningful and constructive volunteer service through private, federal, state and local bodies in this country. Its purpose is to strengthen and

supplement efforts to meet a broad range of human, social and environmental needs, particularly those related to poverty.

Field experience is an invaluable resource. It includes not only technical materials, but programming, training and organizational/administrative structures and systems. This information must be shared if ACTION is to have a broader impact.

In 1977, ACTION was not effectively fulfilling this purpose, nor was it sharing information on a widespread basis from its program with other volunteer organizations. It was in response to these needs that the Office of Voluntary Citizen Participation (OVCP) was formed in April of 1978.

OVCP's purpose is to support voluntary activities and promote the independence of citizen action groups meeting local needs in the United States and overseas.

OVCP has two divisions, the Domestic Program Operations Division and the International and Special Assistance Division. These divisions promote voluntary activity as a partnership between volunteers and communities to build community self-reliance.

To achieve this, OVCP does several things: It encourages and promotes volunteer participation within government agencies and it supports programs and legislation that give status to volunteer work. OVCP works with these domestic and international concerns:

Former Volunteer Services —including relations with former volunteers and support of VISTA and Peace Corps volunteers as individuals and as groups.

Technical Assistance —to private and non-federal volunteer groups in this country and to volunteer programs in the Third World.

Small Grants —to states and local communities in this country and to primarily rural community groups in Peace Corps countries.

Advocacy —of the people-related community approach to development programs in this country and abroad, including development education.

Distribution of Information —from agency programs to organizations involved in similar programs.

Former Volunteer Services

In order to reestablish contact and provide information to former volunteers, ACTION started the Former Volunteer Project (FVP). An Outplacement Counseling Service provides employment and educational information to returning and former volunteers.

In 1978, FVP and Outplacement Counseling:

——Began publishing *Reconnection*, a newsletter for former Peace Corps and VISTA volunteers. This enables ACTION and former volunteers to keep in touch with each other;

——Verified and expanded the computerized former volunteer mailing list, building it from 18,000 to 40,000;

——Held a series of former volunteer meetings in seven cities to learn what they needed from the agency;

——Assisted the University of Nebraska in organizing the Returned Peace Corps Volunteer portion of its Conference on the Third World;

——Assisted in recruitment and agency public awareness campaigns by involving former volunteers;

——Provided information and assistance to *existing* former volunteer groups in Colorado, Nebraska, New Jersey, Ohio and California;

——Helped former volunteers start local and national former volunteer groups in San Francisco, California; Chicago, Illinois; Atlanta, Georgia; Kansas City, Missouri; Vermont and Massachusetts;

——Helped start Minorities in ACTION, a national group, and cooperated with the Independent Foundation, a former volunteer group, to strengthen communication with former volunteers;

——Helped former volunteers plan and organize reunions. One group of former Peace Corps volunteers in Somalia was honored at a reception by the Somalian Ambassador, who offered financial assistance so they can meet in Somalia;

——Provided Close-of-Service packets to all terminating VISTA and Peace Corps volunteers;

——Published and distributed 54 issues of HOTLINE, a weekly job and education opportunity bulletin which was sent to 16,000 terminating and former volunteers;

——Gave personal counseling interviews and work sessions to over 2,500 former volunteers;

——Responded to over 7,800 telephone inquiries from volunteers for advice in life and career planning, as well as specific job and education placement;

——Answered over 7,300 written requests from former volunteers for personal and career counseling;

——Published and distributed more than 8,600 copies of career-assistance brochures produced for former volunteers.

Technical Assistance

Over the years, ACTION has gained knowledge and experience from administering volunteer programs. This ranges from knowing which programs are best suited to a location to which program management and training techniques supervisors and volunteers should use. In 1978, OVCP offered technical assistance to the private/non-federal volunteer sector in the United States and to volunteer programs abroad.

In this country, OVCP:

——Provided information to a wide variety of organizations on alternative federal and non-federal funding sources;

——Provided assistance in program development and management to approximately 100 local volunteer organizations;

——Advised private non-federal programs on the availability of training for volunteers and staff;

——Hosted a four-day training conference for Statewide Program Directors;

——Organized and directed an employment seminar for 300 community leaders and business persons on how to identify or develop job opportunities for the under-employed, hard-to-employ and single women heads of households. First Lady Rosalynn Carter was the moderator and keynote speaker.

Technical assistance overseas consisted of:

——Providing funds for *ASPECTS*, a technical assistance journal on domestic voluntary activities, to exchange information on Domestic Development Services with a special emphasis on Third World volunteer programs and activites;

——Being host to directors of Domestic Development Services visiting this country from overseas;

——Working with the State Department and AID to plan a U.S. position on the proposed food corps;

——Responding to inquiries for technical assistance from abroad;

——Working with the Department of Energy and the Development Coordinating Committee of AID to develop a plan for a proposed Scientific Peace Corps.

Small Scale Funding

In addition to relying on volunteers, seed money is sometimes necessary to achieve maximum potential on volunteer projects.

Mini-Grants

Mini-Grants make funds available to community groups. They are one-time, non-renewable grants under $5,000. Recipients are urged to match each dollar with non-federal cash or in-kind contributions.

In 1978, Mini-Grants awarded 60 grants totalling $191,000 for:

—programs serving the elderly
—food and nutrition
—health and the handicapped
—women's resource and rape crisis centers
—minority emphasis programs
—youth crime prevention
—child abuse preventions
—community service centers
—voluntary action centers.

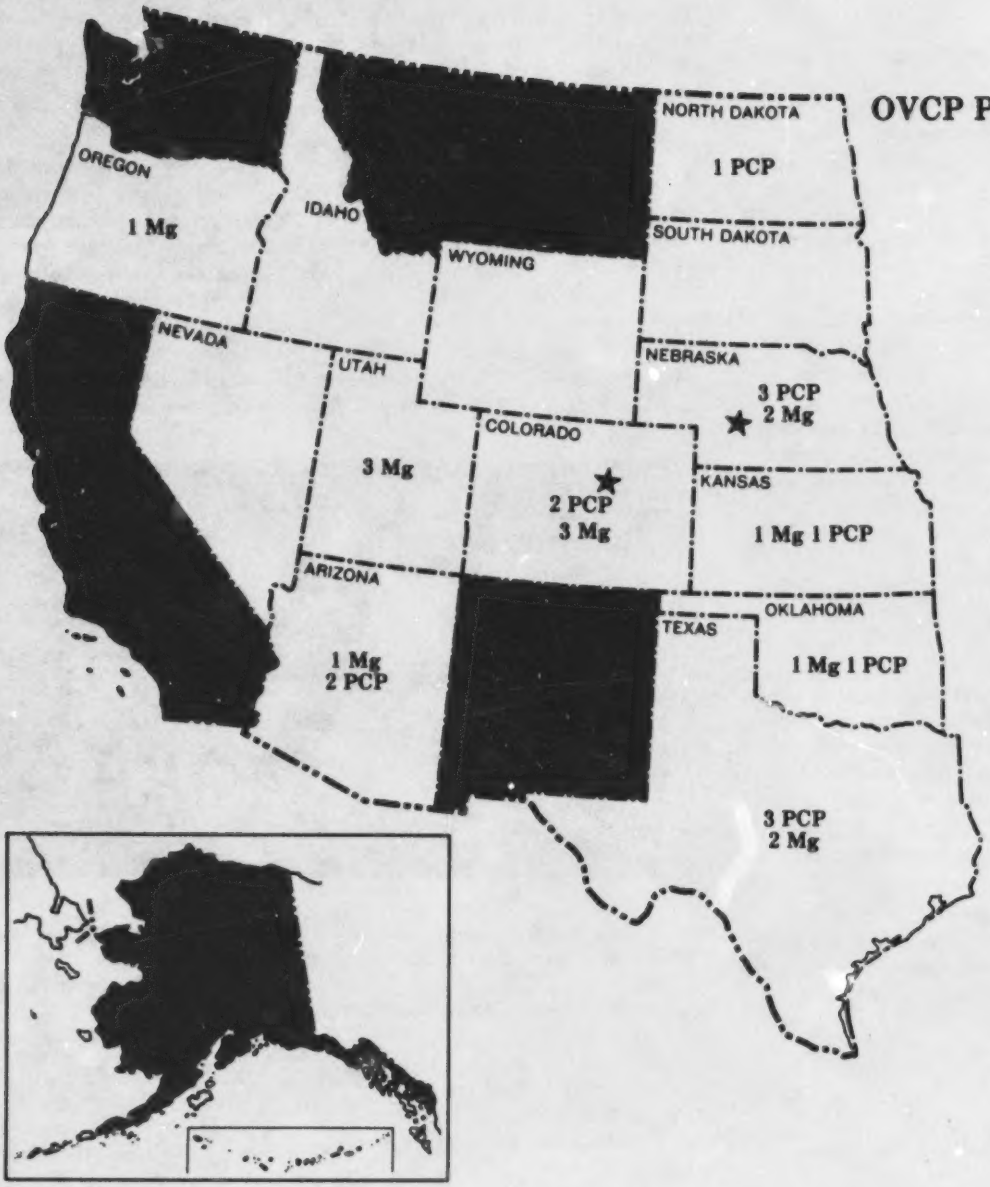
Statewide Grants

These grants provide funds to state governments to help them establish or strengthen voluntary citizen participation through a state office to coordinate volunteer activities both within the state government-sponsored programs and the private voluntary sector in the state. Since the program began, ACTION has funded 37 statewide programs on a three-year phase-out basis. Eleven of the programs have been institutionalized and legislatures have, in some cases, voted up to $100,000 yearly for their support.

Technical Assistance Grants

In 1978, OVCP awarded 14 *Technical Assistance* grants totalling $314,000 through these programs:

Volunteers and volunteer groups were mobilized to meet critical needs in immunization, welfare, energy, mental health and criminal justice.


OVCP Projects FY '78
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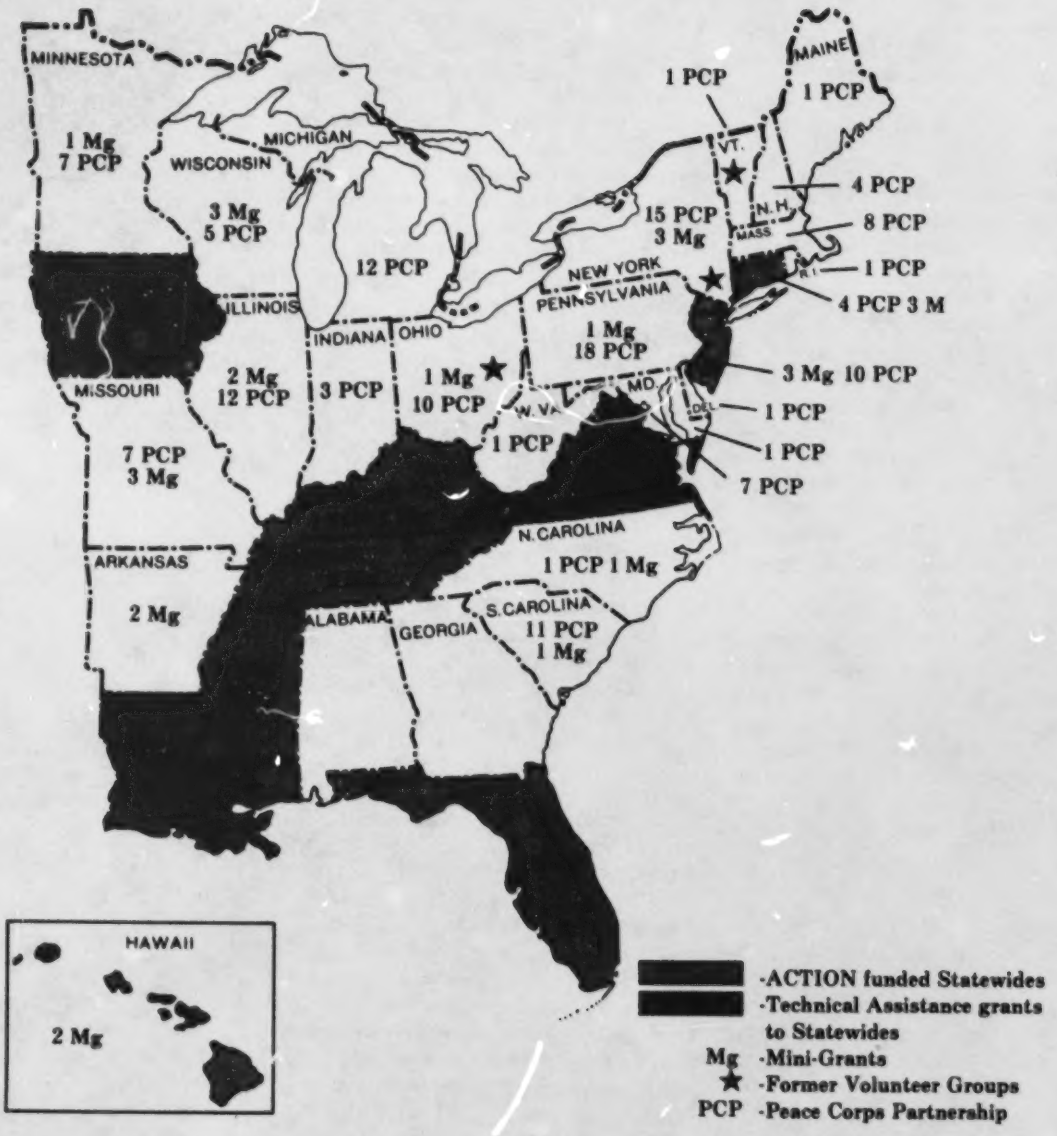
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·ACTION funded Statewides
·Technical Assistance grants to Statewides
Mg ·Mini-Grants
★ ·Former Volunteer Groups
PCP ·Peace Corps Partnership

Training was provided to public and private organizations through conferences, workshops, seminars and direct consultations in 28 states.

Help was provided in forming volunteer groups in rural areas.

The Peace Corps Partnership Program

Authorized by the Peace Corps Act, the Peace Corps Partnership Program enables American secondary students, as well as members of civic and religious groups, to fund small-scale community projects in Peace Corps countries. One of the purposes of this program is to establish direct personal links between the U.S. and the overseas "partner" communities. The only other international grantmaking authority is limited to international multinational programs.

The Peace Corps Partnership Program:

——Involved 196 individuals or groups as sponsors of Peace Corps Partnership Programs in Third World countries;

——Raised over $100,000 for 70 projects submitted to the Peace Corps Partnership Program by community groups in Peace Corps countries;

——Coordinated personal exchanges of letters, photographs and handicrafts between the U.S. sponsors and community groups in Peace Corps countries.

Advocacy

Increasingly, ACTION has viewed itself as an advocate for Appropriate Technology. Appropriate Technology is a philosophy of development that takes into account human, social and cultural considerations as well as the economic and technical factors in assessing the "appropriateness" of tools, methods or systems. Appropriate Technology uses low-cost and environmentally safe methods to respond to basic human needs. During 1978, ACTION staff members began to promote Appropriate Technology, primarily within the federal government, to make large government programs more responsive to the needs of the poor. In addition, Peace Corps outlined a strategy for distributing the things learned in Third World development and cross-cultural situations to a broader section of the American people. OVCP participated in:

—A government review of U.S. international health programs;

—A government-wide domestic review of solar energy;

—A government-wide review of U.S. international programs and policy on the eradication of hunger;

—A symposium on alternative energy technologies for the Third World.

Dissemination of Information

One of ACTION's best sources of technical information is its own volunteers. As volunteers cope they learn through experience what works and why. It is this information that ACTION has started to collect over the past few years.

In 1978, OVCP made available Peace Corps Information Collection and Exchange (ICE) manuals to:

——Organizations and individuals concerned with similar programs in this country;

——Domestic volunteer programs in the Third World;

——AID missions in non-Peace Corps countries, such as Tanzania for use in village technology centers.

In making this information available in this country and overseas, ACTION is at last making good use of the memory bank it has been developing since 1961 when the Peace Corps was begun.

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